

# A G E N D A

600 NORTHEAST GRAND AVENUE PORTLAND, OREGON 97232-2736



**METRO**

TEL 503-797-1540 FAX 503-797-1793

**MEETING: METRO POLICY ADVISORY COMMITTEE**

**DATE:** March 12, 2008

**DAY:** Wednesday, 5:00-7:00 p.m.

**PLACE:** Metro Council Chamber/Annex

| NO | AGENDA ITEM   | PRESENTER                       | ACTION  | TIME                                    |
|----|---|---------------------------------|---|---|
|    | CALL TO ORDER   | Norris                          |   |   |
| 1  | SELF INTRODUCTIONS & COMMUNICATIONS   | All                             |   | 5 min.                                  |
| 2  | CITIZEN COMMUNICATIONS FOR NON-AGENDA ITEMS   |                                 |   | 2 min.                                  |
| 3  | CONSENT AGENDA <ul style="list-style-type: none"><li>February 27, 2008</li></ul>  | Norris                          | Action  | 3 min.                                  |
| 4  | COUNCIL UPDATE  | Metro Councilor                 | Update  | 5 min.                                  |
| 5  | JPACT UPDATE  | Cotugno                         | Update  | 5 min.                                  |
| 6  | OVERVIEW OF MULTNOMAH COUNTY'S EFFORT TO FUND WILLAMETTE RIVER BRIDGE NEEDS   | Ted Wheeler/<br>Cotugno         | Presentation/<br>Discussion                               | 15 min.<br>10 min.                      |
| 7  | RECOMMEND MTIP POLICY OBJECTIVES  | Leybold                         | Discussion/<br>Action                                     | 10 min.<br>5 min.                       |
| 8  | MAKING THE GREATEST PLACE <ul style="list-style-type: none"><li>Performance-based Growth Management: Defining Performance</li><li>RTP: Key issues to address in state component</li></ul> | Hosticka/<br>Deffebach<br>Ellis | Presentation/<br>Discussion<br>Information/<br>Discussion | 5 min.<br>20 min.<br>10 min.<br>15 min. |

**UPCOMING MEETINGS:**

MPAC: April 9 & 23, 2008

MPAC Coordinating Committee, Room 270: March 14, 2008 (12:30-1:30)

For agenda and schedule information, call Kim Bardes at 503-797-1537. e-mail: bardes@metro.dst.or.us

MPAC normally meets the second and fourth Wednesday of the month.

To receive assistance per the Americans with Disabilities Act,  
call the number above, or Metro teletype 503-797-1804.

To check on closure or cancellations during inclement weather please call 503-797-1700.

## **Metro Policy Advisory Committee**

March 12, 2008

Item 3 – Consent Agenda Meeting Summary for February 27, 2007

## METRO POLICY ADVISORY COMMITTEE MEETING RECORD

February 27, 2008 – 5:00 p.m.

Metro Regional Center, Council Chambers

**Committee Members Present:** Bob Austin, Shane Bemis, Pat Campbell, Nathalie Darcy, Rob Drake, Andy Duyck, Dave Fuller, Richard Kidd, Charlotte Lehan, Alice Norris, Wilda Parks, Michelle Poyourow, Paul Savas, Bob Sherwin, Rick Van Beveren, Richard Whitman

**Committee Members Absent:** Ken Allen, Richard Burke, Jeff Cogen, Judie Hammerstad, Tom Hughes, Tom Potter, Sandra Ramaker, Erik Sten, Steve Stuart

**Alternates Present:** Lynn Peterson

**Also Present:** Bill Bash, City of Cornelius; Hal Bergsma, City of Beaverton; Ron Bunch, City of Tigard; Eric Chambers, City of Gresham; Carol Chesarek, Forest Park Neighborhood; Bob Clay, City of Portland; Danielle Cowan, Clackamas County; Shirley Craddick, City of Gresham; Brent Curtis, Washington County; Craig Dirksen, Washington County, Other Cities MPAC Alternate; Kay Durtschi, MTAC; Meg Fernekees, DLCD; John Floyd, City of Tigard; Laura Hudson, City of Vancouver MPAC Alternate; LeeAnne MacColl, League of Women Voters; Irene Marvich, League of Women Voters; Doug McClain, Clackamas County; Ron Papsdorf, City of Gresham; Kelly Ross, Western Advocates; Derrick Tokos, Multnomah County; Susan Ziolk, Clackamas County

**Metro Elected Officials Present:** Liaisons – Carlotta Collette, Council District 2 others (in audience): Council President David Bragdon, Robert Liberty, Council District 6

**Metro Staff Present:** Dan Cooper, Andy Cotugno, Chris Deffebach, Robin McArthur, Ken Ray

### 1. SELF-INTRODUCTIONS & COMMUNICATIONS

Chair Alice Norris, called the meeting to order at 5:04 p.m. Chair Norris asked those present to introduce themselves.

### 2. CITIZEN COMMUNICATIONS FOR NON-AGENDA ITEMS

There was none.

### 3. CONSENT AGENDA

The meeting summary for February 13, 2008:

|         |  |
|---------|--|
| Motion: | Mayor David Fuller, City of Wood Village, with a second from Mayor Rob Drake, City of Beaverton, moved to adopt the consent agenda without revision. |
|---------|--|

|       |                                |
|-------|--------------------------------|
| Vote: | The motion passed unanimously. |
|-------|--------------------------------|

### 4. COUNCIL UPDATE

Councilor Carlotta Collette made some announcements for upcoming meetings and events, and then reviewed the recent and upcoming business of the Metro Council.

Chair Norris asked the members to send their alternates to the March 12<sup>th</sup> meeting if they were going to be on the DC trip during the week of March 10, 2008. She announced that the March 26<sup>th</sup> meeting was canceled for Spring Break.

## **5. SUSTAINABILITY ACTION PLAN RESOLUTION**

Council President David Bragdon reviewed the material that was included in the meeting packet.

Chair Norris remarked on the difference between the documents presented at a previous meeting and the document included in the packet for this meeting.

Mayor Rob Drake, City of Beaverton, said that since Metro provided direction and partnership to the region he was comfortable with voting in favor of the amendment

|         |   |
|---------|---|
| Motion: | Mayor Rob Drake, City of Beaverton, with a second from Lyn Peterson, Clackamas County and Nathalie Darcy, Washington County Citizen Representative, moved to recommend the Resolution for the Purpose of Adopting a Definition of Sustainability to Direct Metro's Internal Operations, Planning Efforts, and Role as a Regional Convener to the Metro Council as presented to the Metro Council. |
| Vote:   | The motion passed with 13 ayes and 1 nay (Andy Duyck).  |

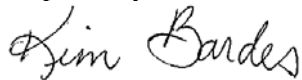
## **6. NEW LOOK/MAKING THE GREATEST PLACE**

Malu Wilkinson, Senior Regional Planner, gave a PowerPoint presentation for the members. Copies of those slides will be attached to the official record.

There was discussion about some of the graphs and diagrams presented and some members requested a little more detail in the descriptions of what the charts entailed when work was presented on the same material in the future.

There being no further business, Chair Norris adjourned the meeting at 6:01 p.m.

Respectfully submitted,



Kim Bardes  
MPAC Coordinator

ATTACHMENTS TO THE RECORD FOR FEBRUARY 27, 2008

The following have been included as part of the official public record:

| <b>AGENDA ITEM</b>       | <b>DOCUMENT<br/>DATE</b> | <b>DOCUMENT DESCRIPTION</b>   | <b>DOCUMENT NO.</b> |
|--------------------------|--------------------------|---|---------------------|
| <b>#6 Greatest Place</b> | 2/27/08                  | Copies of slides from PowerPoint<br>Presentation: Making the Greatest<br>Place Regional Infrastructure and<br>Public Investment Analysis – MPAC,<br>February 27, 2008 | 022708-MPAC-01      |
|                          |                          |   |                     |
|                          |                          |   |                     |

## **Metro Policy Advisory Committee**

March 12, 2008

Item 6 – Overview of Multnomah County’s Effort to Fund  
Willamette River Bridge Needs

## MPAC Worksheet

**Agenda Item Title** (include ordinance or resolution number and title if applicable): Overview of Multnomah County's effort to fund Willamette River Bridge needs.

**Presenter:** Ted Wheeler, Chair Multnomah County Board of Commissioners

**Contact for this worksheet/presentation:** Ed Abrahamson, Multnomah County, 503-988-5050

**Council Liaison Sponsor:**

**Purpose of this item (check no more than 2):**

Information   X    
Update         
Discussion         
Action       

**MPAC Target Meeting Date:** March 12, 2008

Amount of time needed for:

Presentation   15 min    
Discussion   15 min  

**Purpose/Objective** (what do you expect to accomplish by having the item on *this meeting's* agenda):

(e.g. to discuss policy issues identified to date and provide direction to staff on these issues)  
To discuss Multnomah County's strategy in funding capital improvements/maintenance on the County's Willamette River Bridges

**Action Requested/Outcome** (What action do you want MPAC to take at *this meeting*? State the *policy* questions that need to be answered.) The presentation is for informational and discussion purposes. One outcome should be an understanding of the capital needs the County is facing to operate and maintain the Willamette River Bridges. Another outcome would be the need to form a Regional Authority to operate, maintain and fund the Willamette River Bridges.

**Background and context:** Multnomah County has recently been pursuing a Vehicle Registration Fee (VRF) to fund rehabilitation/replacement of the Sellwood Bridge. One clear message from east Multnomah County cities is the need to form a Regional Bridge Authority to address the needs of the Willamette River Bridges.

**What has changed since MPAC last considered this issue/item?** N/A

**What packet material do you plan to include?** (must be provided 8-days prior to the actual meeting for distribution) N/A

**What is the schedule for future consideration of item** (include MTAC, TPAC, JPACT and Council as appropriate): JPACT, date unknown, but as soon as practical.

# **Metro Policy Advisory Committee**

March 12, 2008

Item 7 – Recommend MTIP Policy Objectives



## MPAC Worksheet

**Agenda Item Title** (include ordinance or resolution number and title if applicable): Policy update for the Metropolitan Transportation Improvement Program (MTIP).

**Presenter:** Ted Leybold

**Contact for this worksheet/presentation:** Ted Leybold

**Council Liaison Sponsor:**

**Purpose of this item (check no more than 2):**

Information ☒ X

Update ☐

Discussion ☒ X

Action ☐

**MPAC Target Meeting Date:** February 13

Amount of time needed for:

Presentation 15 minutes

Discussion 15 minutes

**Purpose/Objective** (what do you expect to accomplish by having the item on *this meeting's* agenda):

Gain MPAC's approval of the policy direction for the MTIP program.

**Action Requested/Outcome** (What action do you want MPAC to take at *this meeting*? State the *policy* questions that need to be answered.)

1. Recommend policy report to JPACT and Metro Council

**Background and context:**

The MTIP is the four-year program that schedules federal transportation funds to specific projects and programs in the Metro area. It is updated every two years with specific project amendments occurring as needed.

The MTIP documents the highest priority of projects from the pool of projects identified in the Regional Transportation Plan (RTP). The RTP is the transportation element of the region's 2040 Growth Management plan.

Several separate but coordinated allocation processes select the projects or programs to receive the federal transportation funds that are programmed in the MTIP. Generally, federal funds can be categorized by their administering agencies: the Oregon Department of Transportation, Metro, or the transit agencies TriMet and SMART (Wilsonville). Within those broad categories,

there are allocation processes that address the purposes of the federal funding program source and state, regional and local policies. There are approximately fifteen different federal funding programs available to the region with distinct objectives and rules that must be allocated to projects and programs and coordinated with each other and state and local funds and policy objectives.

**What has changed since MPAC last considered this issue/item?**

Metro is in the process of updating its long-range plan, Making the Greatest Place.

The Regional Transportation Plan was updated in December of 2007, with an emphasis on defining what constitutes a completed transportation system and highlighting the role of system and demand management as tools for meeting the demand of transportation services in urban areas.

**What packet material do you plan to include? (must be provided 8-days prior to the actual meeting for distribution):**

- 2010-13 MTIP Policy Report
- Resolution
- Staff report

**What is the schedule for future consideration of item (include MTAC, TPAC, JPACT and Council as appropriate):** None.

## 2010-13 Metropolitan Transportation Improvement Program Portland Metropolitan Area Policy Report

### Introduction

**The Metropolitan Transportation Improvement Program (MTIP)** schedules the distribution of all federal and some state transportation funds in the Portland metropolitan region over a four-year period. To be eligible for the MTIP, projects or programs must be in the financially constrained list of the Regional Transportation Plan (RTP).

**MTIP funds are administered in the Portland metropolitan region by four agencies:** the Oregon Department of Transportation (ODOT), TriMet, South Metro Area Rapid Transit (SMART) and Metro. Each agency receives its own pot of funds from specific federal sources. Most of the funds administered by ODOT and the transit agencies are dedicated to investments that fall into specific categories. The funds administered by Metro are more flexible. These funds—dubbed "Regional Flexible Funds"—may be invested more broadly. Locally administered transportation funds are not programmed in the MTIP, but may be listed for informational purposes.

The table below summarizes the main federal funding sources for each agency and the types of investments they support. A graph on the back of this sheet shows the proportion of federal and state funds invested in different programs and projects as administered by these agencies. The federal funds administered by ODOT are supplemented with state transportation revenues.

Figure 1

| AGENCY       | FEDERAL FUND TYPE   | USES   |
|--------------|---|--|
| ODOT         | <b>Federal Highway Administration (FHWA) Trust Fund</b>   |  |
|              | <ul style="list-style-type: none"> <li>• Interstate Maintenance</li> <li>• Surface Transportation Program</li> <li>• National Highway System (NHS)</li> <li>• Bridge funds</li> <li>• Safety funds</li> <li>• High-Priority Projects (Congressional earmarks)</li> <li>• Transportation enhancements</li> </ul> | <ul style="list-style-type: none"> <li>• Preservation (resurfacing) of the interstate highway system</li> <li>• Highway preservation (resurfacing)</li> <li>• Operations (signs, signals, traffic management)</li> <li>• Highway modernization (widening)</li> <li>• Modernization on NHS designated routes</li> <li>• Reconstruction or preservation on NHS routes</li> <li>• Operational improvements on NHS routes</li> <li>• Building and maintaining state and local bridges</li> <li>• Crash reduction and highway safety</li> <li>• Special projects; highway modernization (widening)</li> <li>• Highway appearance/function; historic preservation</li> </ul> |
| TriMet/SMART | <b>Federal Transit Administration</b>   |  |

- |                            |  |
|----------------------------|--|
| • New Starts/Small Starts  | • New passenger rail or bus rapid transit                      |
| • Transit Formula Funds    | • Urban transit support  |
| • Rail and bus maintenance | • Refurbishing existing passenger rail systems and bus fleets  |
| • Special needs grants     | • Transit services for elderly, disabled and low-income people |

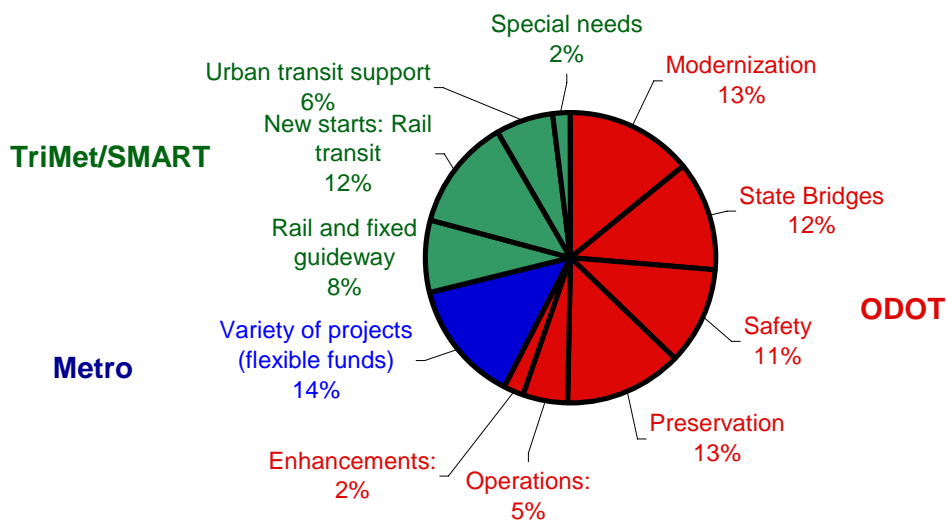
**Metro****FHWA Trust Fund**

- |                                     |  |
|-------------------------------------|--|
| • Congestion Mitigation/Air Quality | • Projects that improve air quality          |
| • Surface Transportation Program    | • Anything but construction of local streets |

**Fund and investment distribution**

The graph below shows the relative amounts and general types of federal and state transportation investments that are administered by ODOT, TriMet and Smart, and Metro. Please note that the relative proportions shown in this graph are based on recent historical averages to give a sense of how funding has generally been allocated.

Figure 2



**NOTE:** The Metro region covers urban portions of Clackamas, Multnomah and Washington Counties. ODOT funds are for all of ODOT Region 1, which covers those three counties plus Columbia and Hood River counties. The ODOT enhancement portion reflects a statewide total. ODOT funding does not include federal earmarks, Connect Oregon, OTIA, FTA-administered, or local government pass through funding.

## Regional Flexible Funds

Two federal funding programs are used to create the pool of funding known as Regional Flexible Funds that are allocated through the Metropolitan Planning Organization decision-making process. Those federal programs are Urban Surface Transportation Program (Urban STP), which can be used for any purpose other than construction of local streets, and Congestion Mitigation/Air Quality (CMAQ) that need to be used on projects that demonstrate an air quality benefit to the region.

The following draft policies are a consolidation of priorities identified by a majority of survey respondents of JPACT and Metro Council members and through consultation of MPAC, JPACT and the Metro Council for guiding the investment of regional flexible funds. See Attachment A for the complete list of RTP policies from which these policies were identified. The source of the policy priorities and how they relate to existing regional flexible fund policies are noted.

### **Existing Transportation Policies Identified as Priorities During Outreach Process**

The following 2008-11 MTIP policies and Regional Transportation Plan goal objectives were identified by a majority of survey respondents of JPACT and Metro Council members, through consultation of MPAC, JPACT and the Metro Council and through a target survey of community stakeholders as priorities for guiding the investment of regional flexible funds.

#### *RTP Goal 1: Foster vibrant communities and efficient urban form*

- Prioritize transportation projects and services that address system gaps or deficiencies to improve multi-modal access in primary 2040 target areas (central city, regional centers, industrial areas and passenger and freight inter-modal facilities).

#### *RTP Goal 2: Sustain economic competitiveness*

- Prioritize reliable movement of freight and goods on the RTP regional freight system.
- Prioritize addressing gaps in multi-modal access to labor markets and trade areas within or between 2040 target areas.

#### *RTP Goal 3: Expand transportation choices*

- Prioritize addressing gaps in the pedestrian, bicycle and transit networks.
- Ensure air quality Transportation Control Measures for pedestrian and bicycle improvements are met.

#### *RTP Goal 4: Emphasize efficient management of the transportation system*

- Prioritize investments in Transportation System Management and Operations (TSMO) in regional mobility corridors.

*RTP Goal 5: Enhance safety and security*

- Prioritize investments in recurring safety issue areas, including gaps in the bike and pedestrian system.

*RTP Goal 6: Promote environmental stewardship*

- Reduce impervious surface coverage and storm water runoff.
- Prioritize projects and services that lower carbon emissions.

*RTP Goal 7: Enhance human health*

- Reduce noise, impervious surface and other transportation-related pollution impacts on residents.

*RTP Goal 8: Ensure Equity*

- Prioritize investments that provide access to transportation options for people of all ages, abilities and incomes.

*RTP Goal 9: Ensure fiscal stewardship*

- Prioritize investments that achieve multiple objectives.

*Existing Regional Flexible Funding Goals*

- Select projects from throughout the region, however, consistent with federal rules, there is no sub-allocation formula or commitment to a particular distribution of funds to any sub-area of the region.
- Prioritize projects and programs that do not have other dedicated sources of revenue available.
- Allow use for project development and local match to support funding efforts from other sources for large projects (for example, Sellwood Bridge, light rail transit projects, I-5/Nyberg interchange) when there is strong potential to leverage other sources of discretionary funding.

**Allocation Policies**

The allocation policies are a consolidation of the *Policy Priorities from Outreach* objective statements as they will be applied to guide the allocation of regional flexible funds (the RTP Policy objectives were written as objectives for the entire transportation system). The allocation policies are subdivided into policies that guide allocation process (*Process policy objectives*) and policies that guide the evaluation of projects and program services (*Project and program services policy objectives*).

**Process policy objectives:** these objectives define how the allocation process should be conducted and what outcomes should be achieved with the overall allocation process.

1. Select projects from throughout the region, however, consistent with federal rules, there is no sub-allocation formula or commitment to a particular distribution of funds to any sub-area of the region.
2. Honor previous funding commitments made by JPACT and the Metro Council.
3. Address air quality requirements by ensuring air quality Transportation Control Measures for pedestrian and bicycle improvements are met and that an adequate pool of CMAQ eligible projects are available for funding.
4. Achieve multiple transportation policy objectives.
5. Allow use of funding for project development and local match of large-scale projects (greater than \$10 million) that compete well in addressing policy objectives when there is a strong potential to leverage other sources of discretionary funding.
6. Encourage the application and funding of projects that efficiently and cost effectively make use of federal funds.
7. Recognize the difference in transportation infrastructure investment needs relative to an areas stage of development (developed, developing, undeveloped) consistent with RTP Table 3.2.

**Project and program services policy objectives:** these objectives define the objectives against which project and program services should be evaluated and prioritized for funding.

8. Prioritize transportation projects and program services that:
  - a. retain and attract housing and jobs by addressing system gaps or deficiencies to improve multi-modal access in primary 2040 target areas (central city, regional centers, industrial areas and passenger and freight inter-modal facilities) as the highest priority, secondary areas (employment areas, town centers, main streets, station communities and corridors) as next highest priority, and other areas (inner and outer neighborhoods) as the lowest priority.
  - b. address gaps and deficiencies in the reliable movement of freight and goods on the RTP regional freight system, and transit, pedestrian and bicycle access and inter-modal connections to labor markets and trade areas within or between 2040 target areas (Primary areas are highest priority, Secondary areas are next highest priority, other areas are lowest priority).
  - c. provide access to transportation options for underserved populations (low income and minority populations and elderly and people with disabilities).
  - d. invest in Transportation System Management and Operations (TSMO) in regional mobility corridors.

- e. address recurring safety issues, including gaps in the bike and pedestrian system.
- f. minimize noise, impervious surfaces, storm-water run-off and other pollution impacts.
- g. reduce and minimize energy consumption, carbon emissions and other air pollution impacts.
- h. the project mode of program service type has no other or limited sources of transportation-related funding dedicated to or available for its use.

### **Policy and Program Administration Implementation Tools**

Metro staff will develop a project solicitation packet and supporting material as described within each administrative tool summarized below. Metro staff will consult with TPAC on the development of these tools to implement both the policy objectives adopted by JPACT and the Metro Council and to implement administrative responsibilities for carrying out federal regulations, Regional Transportation Plan policies and efficient delivery of projects and programs.

#### **Eligibility & Screening Criteria**

Eligibility criteria are used to ensure applicant projects meet federal rules for funding eligibility (e.g. projects are in or can easily be amended into the RTP) and meet public involvement criteria. The criteria also ensure applicant agencies are addressing regional planning requirements and that projects from urban growth boundary expansion areas have completed required concept planning. In order to ensure projects are an efficient use of federal funds, minimum costs will be set for project development, final design and engineering and construction as screening criteria. Finally, screening criteria will evaluate projects for their readiness to proceed into final design and engineering, right-of-way and construction or whether the project needs further project development work. (Objectives 4 and 6)

#### **Prioritization Criteria and corresponding Technical Measures used to Evaluate Applicant Projects**

These criteria and measures are used to evaluate candidate projects and programs against the program policies as adopted by JPACT and the Metro Council. Quantitative measures balance and weight the policy objectives on a 100-point scale. Additional qualitative policy analysis is provided to describe a projects impact on policy objectives that cannot be quantified in an equitable or useful manner.

Previous criteria and measures were developed around 13 distinct modal evaluation categories and weighted the quantitative measures within each category by: 2040 land use objectives: 40 points, project modal effectiveness: 25 points, safety: 20 points, and cost-effectiveness: 15 points.



As noted in the introduction to Regional Flexible Funds, technical staff will develop an updated technical evaluation proposal with the objectives of:

1. reducing the number of distinct project evaluation categories,
2. consideration of eliminating modal evaluation categories in favor of policy outcome based evaluation categories, and
3. developing universal measures that can compare all projects against one another for at least some policy objectives.

The evaluation categories and corresponding weighted score of the quantitative topic areas will be brought back to JPACT for approval.

Funding will be allocated in a two-step process. The first step would be to consider an allocation (either a firm commitment or a recommendation that could be reconsidered at the end of the second step) to programs that are administered at the regional level. These include Metro Planning, High Capacity Transit system completion, the Regional Travel Options program, the Transit Oriented Development program, and the Intelligent Transportation Systems program.

**JPACT will consider a proposal by Multnomah County to include a Regional Bridge Program for the allocation of funds during the first step.**

The second step would be to solicit locally administered projects and program services based on cost limit targets set relative to the remaining funds available.

Figure 3

As an example, a first step allocation to regionally administered programs could include: Metro Planning, ITS Program (Objectives 6, 8a, b, d, e, fg, g) RTO program (Objectives 8a – g), Transit Oriented Development (Objectives 8a, c, d, e, g), High Capacity Transit system completion (Objectives 8a, b, c, d).

Metro staff will consult with TPAC to develop project evaluation categories and measures to implement adopted policy direction. Examples of policy outcome based categories and quantitative measures could include:

| <u>Potential project evaluation categories</u> | <u>Potential quantitative topic areas (and measures)</u>   |
|--|--|
| Freight access and reliability:                | Travel time reliability, 2040 land-use (use of facility by freight vehicles accessing Metro area industrial lands), Safety |
| Multi-modal access:                            | Facility importance to regional system (number/size/use of RTP modal system gaps completed), 2040 land-use, Safety         |
| Mixed-use development:                         | 2040 land-use (existing and forecasted jobs/housing), Safety   |

Sub-Regional Application Limitations

This tool is currently used to ensure efficient program administration and to ensure a pool of CMAQ eligible projects are available from across the region. (Objectives 3 and 6)

Financial Match Incentives

This tool is currently used to promote the location and service function of projects towards priority 2040 land use areas (Objectives 8a.).

Conditions of Approval

This tool can effectively be used to achieve project design and scope objectives such as consistency with regional street design guidelines and the incorporation of Green Street features. (Objectives 4 and 8f.)

## **Oregon Department Of Transportation (ODOT) Administered Funds**

ODOT administers many sources of federal funding for transportation purposes. These fund sources each have purposes and eligible activities as defined by federal laws and rules. The Oregon Transportation Commission (OTC) assigns these federal fund sources (along with state fund sources) to one of several ODOT Program activity areas. Assignment of federal funds to projects within an ODOT program activity area must still be consistent with federal eligibility rules.

The allocation of federal and state funding sources to ODOT program area is made after an evaluation of needs across the program areas and an assessment of funding eligibility rules. This action is taken by the OTC and is known as the establishment of funding targets.

Each ODOT program area has unique eligibility and prioritization criteria for the prioritization of projects to receive funding to be reflected in the State Transportation Improvement Program (STIP). Projects to be funded within a Metropolitan area must be defined within a Metropolitan Transportation Improvement Program (MTIP). The programming adopted within the MTIP must be adopted without change into the State Transportation Improvement Program (STIP). ODOT is represented on the Metropolitan Planning Organization (MPO) board that adopts the content of the MTIP but must also ensure that the decision process, project eligibility and prioritization criteria adopted by the OTC is followed.

This section of the policy document outlines how the MPO board will come to a recommendation on the content of the MTIP while following the direction of the OTC policies with respect to the ODOT administered funds.

### **Funding Programs**

Federal and state transportation revenues are budgeted into programs to address transportation needs of the state transportation system: Modernization, Bridge, Preservation, Operations, Safety, Enhancements and the Immediate Opportunity Fund. The Enhancement and Immediate Opportunity Fund essentially operate as a competitive application program with objectives set by the OTC. The Modernization, Bridge and Operations programs have eligibility and prioritization criteria adopted by the OTC. Those criteria are summarized in the table below and criteria details are provided in Attachment B.

**Prioritization Factors**  
**Used to Select Projects for Funding from the Pool of Eligible Projects**

| <b>Development STIP</b><br><b>Major projects</b>  | <b>Construction STIP</b>  |  |   |   |
|---|---|--|---|---|
|   | <b>Modernization projects</b>   |  | <b>Preservation projects</b>  | <b>Bridge replacement/rehabilitation projects</b>   |
| <p>Priority shall be given to:</p> <ul style="list-style-type: none"> <li>• D-STIP project suitability (an assessment of the level of work completed to achieve the planned D-STIP milestone).</li> <li>• Projects that best support the policies of the Oregon Highway Plan.<sup>2</sup></li> <li>• Projects that have already completed one or more D-STIP milestones.</li> <li>• Projects that have funding identified for development or construction<sup>3</sup></li> <li>• Major Modernization Projects that leverage other funds and public benefits.<sup>4</sup></li> </ul> | <p>Priority shall be given to:</p> <ul style="list-style-type: none"> <li>• Project readiness (an assessment of the likelihood of a project getting to construction in the timeframe contemplated).<sup>7</sup></li> <li>• Projects that best support the policies of the Oregon Highway Plan.<sup>8</sup></li> <li>• Projects that support freight mobility.<sup>9</sup></li> <li>• Projects that leverage other funds and public benefits.<sup>10</sup></li> <li>• Class 1 and 3 projects that have completed an environmental milestone of a Record of Decision (ROD) or Finding of No Significant Impact (FONSI) (see footnote for Class 2 projects).<sup>11</sup></li> </ul> |  | <p>Priority shall be given to:</p> <ul style="list-style-type: none"> <li>• Project readiness (an assessment of the likelihood of a project getting to construction in the timeframe contemplated).<sup>13</sup></li> <li>• Projects that best support the policies of the Oregon Highway Plan.<sup>14</sup></li> <li>• Projects that leverage other funds and public benefits.<sup>15</sup></li> </ul> | <p>Priority shall be given to:</p> <ul style="list-style-type: none"> <li>• Projects that support the approved Bridge Options Report. (This prioritization factor is not intended to limit bridge projects to those identified in the Bridge Options Report, but to give priority to those identified in the report.)<sup>17</sup></li> <li>• Projects that best support the policies of the Oregon Highway Plan.<sup>18</sup></li> <li>• Projects that support freight mobility.<sup>19</sup></li> <li>• Project readiness (an assessment of the likelihood of a project getting to construction in the timeframe contemplated).<sup>20</sup></li> <li>• Projects that leverage other funds and public benefits.<sup>21</sup></li> </ul> |

# **Project Eligibility Criteria and Prioritization Factors For the 2010-2013 Development STIP and Construction STIP** Eligibility Criteria

| <b>Development STIP</b><br><b>Major projects</b>   | <b>Construction STIP*</b>   |  |  |
|--|---|--|--|
|  | <b>Modernization projects</b>   | <b>Preservation projects</b>   | <b>Bridge replacement/rehabilitation projects</b>  |
| <p>Development work on major projects may be eligible for funding if it:</p> <ul style="list-style-type: none"> <li>Supports the definition of "Development STIP" approved by the Oregon Transportation Commission</li> <li>Addresses an unmet transportation need in the applicable acknowledged transportation system plan(s) (TSP) or, in the absence of an applicable acknowledged TSP(s), the applicable acknowledged comprehensive plan and any applicable adopted TSP(s).<br/>or<br/>Addresses project need, mode, function and general location for a transportation need identified in an acknowledged TSP.<br/>or<br/>Is identified as a project of statewide significance or as a federal discretionary project.</li> <li>Has funding adequate to complete the identified milestone.<sup>1</sup></li> </ul> | <p>Modernization projects may be eligible for funding if they:</p> <ul style="list-style-type: none"> <li>Are consistent with the applicable acknowledged transportation system plan (TSP) or, in the absence of an applicable acknowledged TSP, the applicable acknowledged comprehensive plan and any applicable adopted TSP.<sup>5</sup></li> <li>Are consistent with the Oregon Highway Plan policy on Major Improvements (Policy 1G, Action 1.G.1), where applicable.<sup>6</sup></li> </ul> | <p>Pavement Preservation projects may be eligible for funding if they:</p> <ul style="list-style-type: none"> <li>Are identified through the Pavement Management System process.<sup>12</sup></li> </ul> | <p>Bridge replacement and rehabilitation projects may be eligible for funding if they:</p> <ul style="list-style-type: none"> <li>Are identified through the Bridge Management System process.<sup>16</sup></li> <li>Are improvements or work needed to rebuild or extend the service life of existing bridges and structures (includes replacement of an existing bridge).</li> </ul> |

\* To the extent that legislative action (e.g., HB 2041) applies, the criteria in the legislation will control in the event of a conflict.

JPACT and the Metro Council request that the Oregon Highway Plan and the 2012-15 STIP eligibility and prioritization criteria be updated to reflect the new Oregon Transportation Plan, particularly the sustainability policies.

Additional local prioritization criteria, consistent with OTC criteria may be considered.

JPACT and the Metro Council recommend that if technical evaluation measures of the OTC criteria do not already address the following issues: leveraging of other transportation or development related investments, multi-modal impacts, community livability and sustainability impacts, that local prioritization criteria and evaluation measures are developed for consideration of project priorities.

**Metro/ODOT staff to propose new language to clarify the above criteria.**

#### Modernization

The statewide funding target for Modernization program projects is further sub-allocated to the five ODOT regions of the state. Metro boundaries, which define the extent of the MTIP, is located within a portion of Region 1. ODOT Region staff work with JPACT and the Metro Council to prioritize modernization projects for funding within a portion of the Region 1 target funds, consistent with federal rules and OTC policies.

The OTC has created the policy framework in Attachment B, consistent with the Oregon Highway Plan, for the decision process to prioritize projects from the Regional Transportation Plan to receive funds.

Specific measures to implement state and local prioritization criteria will be developed to evaluate and prioritize projects for the Modernization program.

#### Bridge

The OTC has created the policy framework in Attachment B, consistent with the Oregon Highway Plan, for the decision process to prioritize projects to receive funds.

Specific consultation measures with local agencies and the TIP decision process on the scope and schedule of Bridge program projects, as generated by the Bridge management system, is administered by ODOT Region 1 staff.

#### Preservation

The OTC has created the policy framework in Attachment B, consistent with the Oregon Highway Plan, for the decision process to prioritize projects to receive funds.

Specific consultation measures with local agencies and the TIP decision process on the scope and schedule of Preservation program projects, as generated by the Pavement management system, is administered by ODOT Region 1 staff.

#### Operations

Text to be provided by ODOT staff.

#### Safety

The OTC has created the policy framework, consistent with the State Safety Action Plan, for the decision process to prioritize projects to receive Safety Program funds.

Specific consultation measures with local agencies and the TIP decision process on the scope and schedule of Safety program projects is administered by ODOT Region 1 staff.

## **Transit Funds**

Transit projects and programs in the region receive federal funding from several different sources. Allocation of these funds are administered through TriMet and SMART in the Metro region and coordinated through activities at their agencies and at the MPO planning and programming process.

### Congressional earmarks

Regional priorities for requests of Congressional earmarks are coordinated through JPACT and principles guiding this process are described in the next section below. TriMet and SMART request earmarks as a part of this process.

### New Starts discretionary grants

Requests for grants from the Federal Transit Administration for new high capacity transit projects such as light rail, commuter rail, streetcar or bus rapid transit are also coordinated through JPACT with planning for implementation of these projects administered through the TriMet Transit Improvement Plan.

The Federal government offers Section 5309 transit development grants through what is called the New Starts program. That program is subdivided into 1) New Starts, 2) Small Starts and 3) Very Small Starts (pending), each with a threshold for project scale and financing needs. Projects pass through a prescribed development process that incorporates NEPA. Projects are ultimately reviewed and approved for funding against a range of criteria, including a cost- effectiveness measure based on travel time savings. The process is highly competitive.

Light rail projects generally fall under the original New Starts program, but streetcar, commuter rail, bus rapid transit or a short light rail extension might also fit into the lower threshold programs. These projects are necessarily grounded in the Regional Transportation Plan, TriMet's 5- year Transit Investment Plan and the upcoming High Capacity Transit Plan. The Region secured an average of \$65 million in Federal funds annually through this program between 1992 and 2011 (projected).

The region will be undertaking a high capacity transit system plan over the course of the next 18 months whose objectives include the adoption of priorities and funding strategies for the region's high capacity transit system. This plan will be considered for adoption by JPACT and the Metro Council.

### Regional flexible fund allocations

TriMet and SMART have received awards of funding through the regional flexible fund allocation process. This includes \$9.3 million per year of regional flexible funds through the year 2015 as a contribution to the I-205/Transit Mall light rail and Wilsonville-Beaverton commuter rail projects, contributions to on-street transit improvements and to



the SMART transit center and park-and-ride facility. TriMet and SMART will continue to compete for project funding from this source in the future.

Operating and Maintenance grants

TriMet and SMART receive federal transit grants, such as the Section 5307 and Section 5309 federal fund programs, to be used for the purposes of transit operations, rail right-of-way maintenance and bus and rail vehicle maintenance. These funds are prioritized to service through the Transit Investment Plan, annual service planning and the annual TriMet and SMART budgets.

Special Needs grants (JARC, New Freedom, Elderly & Disabled programs)

The recommendation for the allocation of special needs transportation funding in the Metro region is developed by the STFAC. Their recommendation is made to the Oregon Public Transit Division of ODOT for allocation of funds. These recommendations must be consistent with the Coordinated Human Services Transportation Plan that in turn is coordinated with the Regional Transportation Plan.

The STFAC recommends the distribution of the New Freedom federal program (Section 5317 funds) for services beyond Americans with Disabilities Act requirements, Jobs Access/Reverse Commute program (Section 5316 funds) to assist low-income households with transportation services to facilitate job access, and the Elderly and Disabled program (Section 5310 funds) to provide transportation services to elderly and disabled populations.

## Federal Congressional Earmarks

Regional priorities for federal earmarks are coordinated through a voluntary process at JPACT. The priority list developed through this process is used only for the purpose of organizing the requests from the region to the Oregon Congressional delegation for each annual appropriations bill and each re-authorization bill. Staff recommended guidelines for the 2009 Appropriations requests include:

1. JPACT should establish a regional program for earmarking requests from the transit program.
2. JPACT should endorse earmarks from non-transportation appropriations bills that help further the regional transportation agenda.
3. JPACT should compile a list of requested earmarks from the federal highway bill as follows:
  - a. All earmark requests should be in the financially constrained portion of the RTP.
  - b. Requests should be limited to a dollar amount and category that is appropriate. Based upon historical experience, this means requests should generally be no greater than \$3-5 million.
  - c. Requests should be only for work that can be obligated within the timeframe of this bill, not simply requests to accumulate over multiple bills for a later date. Only ask for projects and project amounts sufficient to complete the next logical step or a finance plan to complete the phase (i.e. enough to complete PE, right-of-way or construction step). Do not allow requests that are simply a partial payment toward one of these steps.
  - d. JPACT should expect the following interests to limit their requests to one or two priorities:
    - Portland
    - Multnomah County and Cities of Multnomah County
    - Clackamas County and Cities of Clackamas
    - Washington County and Cities of Washington County
    - Port of Portland
    - ODOT
    - Metro
  - e. JPACT should structure its project requests being mindful of the Congressional districts in which they are located.

Projects awarded Congressional earmark funding need to be programmed in the Metropolitan and State Transportation Improvement Programs prior to those funds being eligible for the project.

## Attachment A

### **RTP Policies and 2008-11 MTIP Policies provides as Potential Policy Priorities for the Allocation of Regional Flexible Funds**

- 1. Program policy goals and objectives.** Do any of the policy goals and objectives in the 2035 Regional Transportation Plan, summarized below, are there any that warrant prioritization should be priorities for the receipt of Regional Flexible Funds for this funding cycle? Check those that you think should be priorities for these funds relative to the responsibility of other funding sources or agencies. Please check any you believe do.

#### **RTP Goal 1: Foster vibrant communities and efficient urban form**

- ☐ System gaps or deficiencies to improve multi-modal access in primary 2040 target areas
- ☐ Programs that reduce land dedicated to parking

#### **RTP Goal 2: Sustain economic competitiveness**

- ☐ Gaps in multi-modal access to labor markets and trade areas within or between 2040 target areas
- ☐ Intercity public transportation/inter-modal connections
- ☐ Reliable movement of freight and goods
- ☐ Access to industrial areas
- ☐ Multi-modal freight connections (at least two different modes)

#### **RTP Goal 3: Expand transportation choices**

- ☐ Gaps in bicycle, pedestrian or transit access/inter-modal connections
- ☐ Reduction in vehicle miles traveled per capita
- ☐ Access to all modes of transportation for underserved populations

#### **RTP Goal 4: Emphasize efficient management of the transportation system**

- ☐ Investments in Transportation System Management and Operations (TSMO) Concept to improve mobility, reliability and safety in regional mobility corridors
- ☐ Incentives, services and infrastructure that uses the TSMO Concept to increase awareness of travel options

#### **RTP Goal 5: Enhance safety and security**

- ☐ Investments that address recurring safety-related deficiencies on the regional mobility corridor system and gaps in the regional bicycle and pedestrian systems
- ☐ Investments that increase system monitoring, management and security to reduce crime

- ☐ Investments that increase system monitoring, management and security to address terrorism, natural disasters or hazardous material spills

**RTP Goal 6: Promote environmental stewardship**

- ☐ Improvements to fish or wildlife habitat/barrier removal that limits fish or wildlife passage in a habitat conservation area or wildlife corridor
- ☐ Reductions in transportation-related vehicle emissions
- ☐ Reduction in impervious surface coverage and stormwater runoff
- ☐ Reduction in transportation-related energy and land consumption/reliance on unstable energy sources

**RTP Goal 7: Enhance human health**

- ☐ Investments that encourage walking, bicycling
- ☐ Reductions in noise, impervious surface and other transportation-related pollution impacts on residents

**RTP Goal 8: Ensure Equity**

- ☐ Investment that benefit environmental justice communities
- ☐ Investments that provide access to transportation options for people of all ages, abilities and incomes

**RTP Goal 9: Ensure Fiscal Stewardship**

- ☐ Investments and strategies for cost-effective maintenance or preservation of existing transportation facilities and services
- ☐ Investments that achieve multiple goals and objectives
- ☐ Investments that leverage other sources of funding

**2. Funding priority:** Should Metro continue to prioritize Regional Flexible Funds for projects and programs that do not have other dedicated sources of revenue available?

**3. Ensuring compliance with state air quality plan requirements:** The region must build enough new bicycle and pedestrian facilities to meet state air quality plan requirements. (If these requirements are not met, federal funding could be redirected to meet them.) Should Metro continue to ensure that regional flexible funds are used to meet the requirement of funding bicycle and pedestrian facilities?

**4. Supporting large projects that have other potential funding sources:** Should regional flexible funds continue to be used for project development and local match to support funding efforts from other sources for large projects (for example, Sellwood Bridge, light rail transit projects, I-5/Nyberg interchange)?

## Attachment B

# Project Eligibility Criteria and Prioritization Factors Process Description and Guidance For the 2010-2013 Development STIP and Construction STIP

## I. Introduction

The Oregon Transportation Commission (OTC) approved the Project Eligibility Criteria and Prioritization Factors to assist Area Commissions on Transportation (ACTs), Metropolitan Planning Organizations (MPOs), or regional or statewide advisory groups advising the OTC on the selection of Statewide Transportation Improvement Program (STIP) projects. The document gives basic definitions and funding information and provides guidance pertaining to roles and responsibilities, project selection and documentation. More information about the ACT process, advisory committees, Oregon transportation management systems, other STIP programs and funding is available on the Internet (see Appendix A).

The OTC establishes program goals, funding levels and regional funding distribution at the start of each two-year STIP update. Those policy decisions are made separate from these eligibility criteria and prioritization factors and are not part of this document. (See Appendix B for the decision-making process.)

The OTC's decisions reflect the goals and priorities adopted in the Oregon Transportation Plan (OTP). The OTP sets forth policies that guide decisions and actions of the agency, including project and program funding decisions. The OTP's goals are:

1. Mobility and Accessibility
2. Management of the system
3. Economic Vitality
4. Sustainability
5. Safety and Security
6. Funding the Transportation System
7. Coordination, Communication, and Cooperation

These goals recognize the importance of providing an efficient, optimized, safe, secure, and well-integrated multimodal transportation system that allows for access and connectivity throughout the state to enable a diverse economy while not compromising the ability of future generations to meet their needs. These goals are implemented through the Oregon Highway Plan (OHP) and the other modal plans. This document sets forth criteria in compliance with the OHP to be utilized in the selection and prioritization of transportation projects for the D-STIP, and the C-STIP modernization, preservation, and bridge programs.

## A. Roles and Responsibilities

The OTC will make the final selections for all projects included in the STIP. The Commission will consider the advice and recommendations received from ACTs, MPOs, and regional or statewide advisory groups. ODOT will provide tools necessary to enable an ACT to carry out its responsibilities under these criteria. Geographic areas that do not have an ACT must adhere to the same standards of accountability as ACTs (*Policy on Formation and Operation of the Area Commissions on Transportation*, Section VI, Basis for Decision Making) and demonstrate to the OTC that recommendations were developed in accordance with these criteria and factors. ODOT region staff will facilitate this by preparing project summary reports that describe the

## Attachment B

utilization of the criteria in project selection by the region, ACTs, and/or other groups. They may also utilize or include with the summary reports any other information developed for project analysis or comparison. The reports supplied by each region will be provided to the OTC with the draft STIP. In making final project selections, the OTC will ensure that ACTs, MPOs and regional or statewide advisory groups have based their considerations on the criteria and will ensure projects are distributed according to the funding allocations approved by the OTC for the 2008–2011 STIP.

In making decisions, the OTC applies both regional and statewide perspective, optimizes system effectiveness in decisions for the state system and strives to develop and operate an integrated intermodal transportation system that facilitates the safe, efficient and economic movement of people and goods. (*Policy on Formation and Operation of the Area Commissions on Transportation*, Section III. Authority)

### B. Definitions

STIP includes both the Development and Construction sections of the Statewide Transportation Improvement Program. The D-STIP houses projects that require more than 4 years to develop or for which construction funding needs to be obtained. Projects that can complete the development process and be ready for bid within 4 years or less may be placed directly into the C-STIP.

#### Development STIP (D-STIP)

The Oregon Transportation Commission approved the following definition for the D-STIP:

*Projects approved and funded for development through specific milestones and within specific timeframes, which include the following characteristics:*

- A. *Projects approved for funding through specific milestones such as National Environmental Policy Act (NEPA) design-level environmental documents, right of way acquisition, and final plans; or*
- B. *Projects for which needed improvements have been identified but a final solution either has not been determined or needs further design and analysis.*

*The types of projects that tend to have one or more of the above characteristics include statewide significant projects, federal earmark or demonstration projects, modernization or major bridge replacement projects, and discretionary projects (projects eligible to receive federal discretionary funds).*

#### Construction STIP (C-STIP)

The C-STIP identifies project scheduling and funding for the state's transportation preservation and capital improvement program for a four-year construction period. This program meets the requirements of the Safe, Accountable, Flexible, Efficient Transportation Equity Act – a Legacy for Users (SAFETEA-LU), the federal act that provides funds to states for transportation projects. For application of these criteria and prioritization factors, C-STIP means Modernization, Preservation and Bridge projects.

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### Other STIP Programs

Other STIP programs (examples include Safety, Operations, Bicycle/Pedestrian, Transit, Congestion Mitigation/Air Quality Improvement, Transportation Enhancement, and Scenic Byways) are not addressed in this document. More information about programs funded in the STIP is available in the *Draft 2008-2011 STIP*.

### **C. Project Selection**

Eligibility Criteria and Prioritization Factors have been developed for both the Development STIP (D-STIP) and the Construction STIP (C-STIP). ACTs, MPOs and others (including participants where an ACT does not exist) shall apply both regional and statewide perspectives in making their recommendations. The Commission anticipates that most projects considered by ACTs, MPOs and regional or statewide advisory groups would be the outcomes of planning and the transportation management systems maintained by ODOT. ODOT Region staff shall assist the ACT in developing recommendations as described in the *Policy on Formation and Operation of the ACTs*, Section II. D, Role of ODOT Staff.

ACTs, MPOs and regional or statewide advisory groups should use this document as a guide when they evaluate projects for the STIP on the state highway system and for off-system projects that support implementation of the Oregon Highway Plan (OHP), in accordance with Policy 2B: off-system improvements. Projects recommended for funding in the STIP should have consistent application of the project eligibility criteria and prioritizing factors. ACTs, MPOs and regional or statewide advisory groups may use additional criteria to select and rank projects provided the criteria are consistent with the project eligibility criteria and prioritization factors adopted by the OTC. If requested, ODOT staff will provide a model to assist with project ranking. This process recognizes regional differences and is consistent with the *Policy on Formation and Operation of the Area Commissions on Transportation*, Section VI, Basis for Decision-making.

**In MPO areas designated as Transportation Management Areas (TMA)**, all projects using federal regulations title 23 (23 CFR) or Federal Transit Act funds, shall be prioritized for programming in the Transportation Improvement Program (TIP) from an approved Regional Transportation Plan by the MPO in consultation with the State and transit operators. The State, MPO and transit operators jointly program the prioritized projects. Should funding conflicts arise within a program year, projects on the NHS and projects funded under the Bridge and Interstate Maintenance programs shall be selected by the State, in cooperation with the MPO, from the approved metropolitan TIP. Other projects utilizing federal funds shall be selected by the MPO in cooperation with the State and transit operators.

**In MPO areas not designated as TMAs**, projects using federal title 23 or Federal Transit Act funds, other than Federal Lands Highways program funds, shall be selected by the State and/or the transit operator, in cooperation with the MPO, from the approved metropolitan Regional Transportation Plan.

**Outside MPO areas**, transportation projects undertaken on the NHS and projects funded under the Bridge and Interstate Maintenance programs will be selected by the State in consultation with the affected local officials. Other transportation projects undertaken with funds administered by FHWA, other than federal lands highway projects, shall be selected by the State in cooperation with the affected local officials and projects undertaken with Federal Transit

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Act funds shall be selected by the State in cooperation with the appropriate affected local officials and transit operators.

ACTs and MPOs should consult with each other during their STIP and MTIP development processes to achieve a coordination of projects wherever possible. Where ACT and MPO boundaries overlap, a higher level of clearly defined coordination is needed. Where this occurs, the MPO and ACT should jointly agree on a process for maintaining consistency between ACT recommendations and the MPO Plan and MTIP (*Policy on Formation and Operation of the Area Commissions on Transportation*, Section VII. G, Coordination).

### Project Eligibility Criteria

ACTs, MPOs, or regional or statewide advisory groups advising the OTC on the selection of STIP projects for funding on the state highway system or for off-system projects that support implementation of the OHP shall apply the project eligibility criteria. The project eligibility criteria are a first screen so that additional efforts can be focused to determine which projects they will evaluate further for funding. The eligibility criteria are not listed in any particular order. Projects must satisfy these criteria, at a minimum, before they are given further consideration.

### Prioritization Factors

The prioritization factors are to be used to ensure consistent consideration of the relative merits of projects by ACTs, MPOs and regional or statewide advisory groups. With the exception of project readiness which shall have greater weight, the prioritization factors are not listed in any particular order and do not have any implied weight. To provide for regional differences, ACTs, MPOs and regional or statewide advisory groups may use additional factors to rank projects provided the factors are consistent with the factors adopted by the OTC. If an ACT, MPO or regional or statewide advisory group chooses to use additional prioritization factors, they must inform those developing project proposals about the factors prior to the beginning of the project submittal period. When developing a tool to evaluate OHP policies, OHP Appendix A2 provides definitional information to facilitate shared understanding of the goals, policies and actions of the OHP policy element.

## **D. Project Documentation**

ACTs, MPOs and regional or statewide advisory groups making recommendations to the OTC shall document the analysis used to develop recommendations. The supporting information should include the following:

1. Project description
2. Project justification
  - ◆ Identify the planning history
  - ◆ As applicable, describe information provided from the pavements or bridge management system. If the recommendation varies from the prioritization identified by the management system, describe the process used to reach that recommendation.
  - ◆ Describe how this project supports OHP policies (Table 1).
  - ◆ Provide an assessment of the likelihood of the project getting to construction in the timeframe contemplated
  - ◆ Provide supplementary project information if the project leverages additional funding or community benefit



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### 3. Applicable additional information

## E. Funding

As required by federal regulations (23 CFR Part 450) the C-STIP is financially constrained by federal fiscal year (October-September). The Eligibility Criteria and Prioritization Factors defined in this document apply to projects that implement current revenue sources. If more funding becomes available, it will be allocated in adherence to any additional funding or selection criteria attached to those new funds.

The STIP represents multiple funding categories and each category has limits as to how the funding can be obligated. STIP projects must meet the funding source limitations established by state or federal regulations and cannot be selected without looking at those limitations. The D-STIP will be funded with the same funding sources as the C-STIP and the total funds committed to the D-STIP may vary. Funding of the D-STIP may be impacted by several factors, including the following: OTC selection of projects of statewide importance, federal earmarks and discretionary projects, federal and state restrictions on the use of available funds, and the Regional equity distribution of Modernization funds (ORS 366.507).

### Federal discretionary projects

Federal discretionary projects are a part of federal appropriations or transportation funding legislation. The Oregon Department of Transportation, with direction from the Oregon Transportation Commission, developed guidelines to use in deciding which projects should be submitted as earmark proposals in federal legislation for the reauthorization of transportation funding. The projects are categorized as low or medium risk and can be completed over the life of the federal transportation funding bill. ODOT follows these guidelines for earmark projects and submits them to the Oregon Congressional Delegation for consideration during the federal budget process. Local jurisdictions and proponents that pursue earmark funding for projects not submitted by ODOT or supported by the Oregon Transportation Commission (OTC) are solely responsible for the required matching funds or any shortfalls.

The OTC recognizes that there may be unique circumstances in which proponents have been successful in obtaining federal discretionary projects that need to be placed in the STIP. These can be brought to the OTC as possible amendments to the STIP provided they meet the eligibility criteria and the match requirements as noted above.

## II. Development STIP (D-STIP)

### A. Introduction to the D-STIP

The Oregon Transportation Commission will make the final selections for all D-STIP projects and will apply a statewide perspective to the proposed list of projects, giving highest priority to OTC approved federal discretionary projects that have funding secured through federal legislation.

It will be important to clearly articulate the rationale and need of a D-STIP project in order to help manage expectations and potential next steps. D-STIP projects will be consistent with statewide policies and may be identified by the state management systems or in one or more planning documents. Planning documents may include system-level plans such as

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transportation system plans, regional transportation plans, or comprehensive plans, or facility-level plans such as corridor plans, refinement plans, or interchange area management plans. Appendix B illustrates the process that leads to approval of the Final STIP and where plans fit in the process. Additionally, the OTC may choose to fund development work on projects of statewide significance in the D-STIP. The D-STIP includes projects approved and funded for development through specific milestones for planning, environmental or project development activities and within specific timeframes.

Projects often begin in the D-STIP when they are complex projects that will take more than four years to go to construction or when the appropriate transportation solution is not yet identified. Project choices should address points obstructed by congestion, support regional and local land use plans, and assist in job development or retention.

The following should be considered when applying the Eligibility Criteria and Prioritization Factors:

- ♦ A new alignment will be selected for one or several features in the refinement plan. Project specific refinement plans may be funded in the D-STIP as needed to resolve need, function, mode and general location decisions that could not be made during system plan or corridor plan development. In circumstances where these decisions have already been made, the goal of refinement planning will be to develop a specific solution or a range of solutions to the problems(s) that support the next appropriate project development step.
- ♦ Rapid development is occurring in the area, making corridor preservation critical.
- ♦ Issues needing resolution have a high priority and solutions are likely to be funded in the near future.
- ♦ The highway segment is very sensitive environmentally, and a strategy for the whole segment needs to be approved before work on individual elements can commence. For example, addressing land use to help resolve inconsistencies with planned transportation facilities; planning for compatible land uses along state highways.
- ♦ Public pressure for a sustainable decision is high.

Selection of D-STIP projects requires application of the D-STIP definition approved by the OTC. D-STIP projects generally fall into the following three categories: federal discretionary projects (earmarks), statewide significant projects, and modernization or major bridge replacement projects.

### Statewide significant projects

Statewide significant projects are projects that require funding that cannot be achieved within standard STIP allocations but are viewed by the OTC as projects of statewide significance and can be selected by the OTC independent of the ACT process. Identified funds would be used to either keep existing work on very large projects current, or to support development of very large projects (for example, funding a new Environmental Impact Statement or updating an existing EIS).

### Modernization or major bridge replacement projects

Modernization or major bridge replacement projects are projects that have been approved and funded for development through specific milestones but that cannot be constructed within the four-year timeframe of the STIP and/or within the normal Region STIP allocations. These may

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include shelf projects, which are high priority projects developed in anticipation of funding but that have no funding identified for construction in the current STIP. Milestones include planning, environmental and project development.

### D-STIP Project Completion

ODOT and the Department of Land Conservation and Development (DLCD) shall work with affected cities and counties to obtain land use approvals needed to select a specific alignment. The level of land use consistency required will depend on the environmental milestone being completed.

Projects should remain in the D-STIP until work required to meet the National Environmental Policy Act (NEPA) is completed. NEPA classifications:

- ♦ Class 1: Requires draft and final environmental impact statement (EIS). An EIS is required for actions that significantly affect the environment.
- ♦ Class 2: Categorical exclusion (neither an environmental assessment nor an environmental impact statement is required). These actions do not individually or cumulative have a significant environmental effect and are excluded from the requirement to prepare an environmental assessment or environmental impact statement.
- ♦ Class 3: Requires environmental assessment (EA) or revised environmental assessment. The environmental impact is not clearly established. All actions that are not Class 1 or 2 fall into this classification. These actions require preparation of an EA to determine the appropriate environmental document. If it is determined that the action is likely to have a significant impact on the environment, the preparation of an EIS will be required.

All Class 1 and 3 projects should be in the D-STIP until a final Record of Decision (ROD) or Finding of No Significant Impact (FONSI) has been completed. By programming completion of D-STIP milestones that follow a ROD or FONSI, the project delivery activity can continue through right of way acquisition, advance plans, and/or plans specifications and estimates (PS&E). The project could then be ready for inclusion in the C-STIP at the regular 2-year update. Work on right of way, advance plans or PS&E may be conducted in either the D-STIP or the C-STIP.

Although the primary purpose of the D-STIP is to develop projects for the C-STIP, inclusion in the D-STIP does not guarantee funding for future D-STIP milestones or that a project will automatically move into the C-STIP. Funding may not be available to construct the final solution or the environmental document may identify the solution as a “No Build”.

## **B. Development STIP**

### **B. 1. Development STIP Eligibility Criteria Footnotes**

#### <sup>1</sup>**D-STIP milestones**

D-STIP projects must have funding to complete the identified milestone; partial milestones or those with no funding will not be programmed. D-STIP milestones, while not necessarily sequential, include those listed below. Not all projects are required to complete all the milestones.

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- ♦ Project specific refinement plan completion
- ♦ Project specific refinement plan adoption
- ♦ Land use consistency/Statewide Goal Compliance. (Project is included in the acknowledged comprehensive plan or transportation system plan as a planned facility, which is a facility allowed by the plan and that is expected to be constructed within the next 20 years with available financial resources. This may include land use decisions that establish need, mode, function and general location.)
- ♦ Interchange Area Management Plan or Access Management Plan
- ♦ Location Environmental Impact Statement (EIS) Record of Decision (ROD)
- ♦ Design EIS ROD
- ♦ Environmental Assessment (EA) and Finding of No Significant Impact (FONSI)
- ♦ Right of way acquisition
- ♦ Advance plans (or any other applicable project development design milestone)
- ♦ Plans, specifications and estimates (PS&E)

### B.2. Development STIP Prioritization Factors Footnotes

#### <sup>2</sup>D-STIP Projects that Best Support the Oregon Highway Plan Policies

The Oregon Highway Plan is available at: <http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml> and a summary list of OHP goals and policies is provided in Table 1. All projects should be consistent with the OHP and this prioritization factor is to help choose among these projects. Not all projects will advance all OHP policies but a project that is strongly supportive of several OHP policies may be chosen over one that offers less support or supports fewer OHP policies.

#### <sup>3</sup>Funding for D-STIP Projects

A funding scenario should be identified through construction, though not necessarily guaranteed. Congressional high priority projects would fall into this category.

#### <sup>4</sup>Leverage and Public Benefit for D-STIP Projects

ACTs, MPOs and regional or statewide advisory groups should evaluate how proposed projects leverage additional funding or collateral community benefits and make wise and efficient use of infrastructure and natural resources. Those making project recommendations should pursue an agenda to accomplish leverage or community benefits although specific benefits might not always be known at the D-STIP stage. Examples of leverage and public benefits for D-STIP modernization projects could include where applicable, but are not limited to the following:

- ♦ Other funding contributions, such as additional federal funds, local matching funds or provision of project right of way, private funding.
- ♦ Bundling with other infrastructure projects (provided there is no adverse affect on project readiness).
- ♦ Environmental enhancement, such as culvert replacement and improved drainage or fish passage.
- ♦ Transfer of jurisdiction to promote jurisdictional responsibility and coordination.
- ♦ Leveraging additional funds that contribute to transportation system effectiveness, system operations, and revitalization of the downtown or main street, etc.
- ♦ Direct benefits to multiple modes of travel, advancement of modal choice and intermodal activities. This would include local efforts to accommodate non-auto modal opportunities.
- ♦ Local circulation improvements that support and complement the state highway project.

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- ♦ Improvements in Oregon's economy by addressing transportation challenges such as key bottlenecks or improving transportation service delivery.
- ♦ Potential for collecting toll revenues.
- ♦ Projects that implement other innovative finance techniques.
- ♦ Would facilitate public and private investment that creates or sustains jobs.

This determination must be considered within the capacity of the community on a case by case basis.

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### III. Construction STIP (C-STIP)

#### A. Introduction to the C-STIP

The C-STIP contains projects scheduled for construction and is financially constrained by federal fiscal year. Application of the C-STIP Eligibility Criteria and Prioritization Factors includes Modernization, Preservation and Bridge projects. Information about other programs in the STIP may be found in the *Draft 2006-2009 STIP*.

#### B. Modernization

As stated in the *Oregon Highway Plan*, "The primary goal of modernization projects is to add capacity to the highway system in order to facilitate existing traffic and/or accommodate projected traffic growth. Modernization means capacity-adding projects including HOV lanes and off-system improvements. Projects in this category include major widening of lanes or bridges, and the addition of lanes, rest areas or entire facilities." Where a culvert is replaced with a bridge due to environmental analysis concluding that this is necessary, the project is not considered modernization.

#### B.1. Construction STIP Eligibility Criteria for Modernization Footnotes

##### <sup>5</sup>Consistency with Comprehensive Plans and Transportation System Plans (TSP)

The proposal must show that the project is consistent with the applicable adopted comprehensive plan or transportation system plan as a planned facility, including land use decisions that establish need, mode, function and general location, including goal exceptions, where required. If consistency cannot be demonstrated the project submission will describe how the inconsistency will be addressed, including changes to the project, TSP and/or comprehensive plan and when they need to be completed. In such cases, the ACT or regional or statewide advisory group may recommend that the project be included in the D-STIP, and request that Transportation Planning Rule issues be addressed.

Proposed projects from within MPOs shall be identified in fiscally constrained Regional Transportation Plans and shall meet air quality conformity requirements.

##### <sup>6</sup>Consistency with Oregon Highway Plan (OHP) Policy 1G, Action 1G.1, on Major Improvements

In order to demonstrate that a project is consistent with OHP Policy 1G, Action 1G.1, the proposal must show that the project and/or the TSP clearly addressed the prioritization criteria found in Action 1G.1 of the OHP.

Where needed to achieve consistency with the above-noted Oregon Highway Plan policy, the ACTs, MPOs, or regional or statewide advisory groups, with ODOT assistance, shall negotiate conditions for project approval with an applicant. These conditions, if not addressed as the project proceeded through the D-STIP if applicable, shall be attached to the application approved by the ACT, MPO or regional or statewide advisory group, shall be as specific as possible given the stage of development of the project, and may include the following:

- ♦ Interchange Area Management Plan or Access Management Plan,
- ♦ Highway segment designations,
- ♦ Needed local street improvements,
- ♦ Traffic management plans,

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- ♦ Land use plan designations,
- ♦ Other similar conditions.

### B.2. Construction STIP Prioritization Factors for Modernization Footnotes

#### <sup>7</sup>Project Readiness for C-STIP Modernization Projects

Projects that can begin construction within the timeframe of the STIP and within the timeframe expected are considered to be more ready than those that have many or complicated remaining steps. The overall judgment of a project's readiness is dependent on timeliness of construction expectations not on the number of steps to be completed.

Where applicable, the hurdles to accomplish each of the following steps must be assessed for major modernization projects that have come through the D-STIP and for which a final Record of Decision (ROD) for a design level environmental impact statement or a Finding of No Significant Impact (FONSI) has been made:

- ♦ Public involvement
- ♦ Right of way purchased
- ♦ Final construction and traffic flow management plans developed
- ♦ Additional land use requirements such as completing plans for access management, supporting local transportation system improvements and land use measures to protect the function and operation of the project.

Projects that have not gone through the D-STIP or have not completed a FONSI or ROD must also assess the following:

- ♦ Environmental requirements
- ♦ Land use requirements
- ♦ Applicability of minor improvements and alternative mode solutions

If these components are not completed at the time of the assessment of project readiness, a plan to complete them must be described to help determine whether they can be addressed and construction begun within the projected timeframe. The project budget and timeline must include execution of the plan.

#### <sup>8</sup>Modernization Projects that Best Support the Oregon Highway Plan Policies

The Oregon Highway Plan is available at: <http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml> and a summary list of OHP goals and policies is provided in Table 1. All projects should be consistent with the OHP and this prioritization factor is to help choose among these projects. Not all projects will advance all OHP policies but a project that is strongly supportive of several OHP policies may be chosen over one that offers less support or supports fewer OHP policies.

#### <sup>9</sup>Projects that support freight mobility

Projects that support freight mobility are modernization projects on freight routes of statewide or regional significance, including:

- ♦ Highways on the State Highway Freight System as designated in the *Oregon Highway Plan*;
- ♦ Highways or local roads designated as National Highway System intermodal connectors;

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- ♦ Other highways with a high volume or percentage of trucks or which are important for regional or interstate freight movement;
- ♦ Local freight routes designated in a regional or local transportation plan.

These projects would remove identified barriers to the safe, reliable, and efficient movement of goods and/or would support multimodal freight transportation movements.

### <sup>10</sup>**Leverage and Public Benefit for C-STIP Modernization Projects**

ACTs, MPOs and regional or statewide advisory groups should evaluate how proposed projects leverage additional funding or collateral community benefits and make wise and efficient use of infrastructure and natural resources. Examples of leverage and public benefits for C-STIP modernization projects include:

- ♦ Other funding contributions, such as additional federal funds, local matching funds or provision of project right-of-way, private funding.
- ♦ Bundling with other infrastructure projects (provided there is no adverse affect on project readiness).
- ♦ Environmental enhancement, such as culvert replacement and improved drainage or fish passage.
- ♦ Transfer of jurisdiction to promote jurisdictional responsibility and coordination.
- ♦ Leveraging of additional funds that contribute to transportation system effectiveness, system operations, and revitalization of the downtown or main street, etc.
- ♦ Direct benefits to multiple modes of travel, advancement of modal choice and intermodal activities. This would include local efforts to accommodate non-auto modal opportunities.
- ♦ Local circulation improvements that support and complement the state highway project.
- ♦ Improvements in Oregon's economy by addressing transportation challenges such as key bottlenecks or improving transportation service delivery.
- ♦ Potential for collecting toll revenues.
- ♦ Projects that implement other innovative finance techniques.
- ♦ Would facilitate public and private investment that creates or sustains jobs

This determination must be considered within the capacity of the community on a case by case basis.

### <sup>11</sup>**Environmental Classification**

- ♦ Class 1: Requires draft and final environmental impact statement (EIS)
- ♦ Class 2: Categorical exclusion (neither an environmental assessment nor an environmental impact statement is required)
- ♦ Class 3: Requires environmental assessment (EA) or revised environmental assessment

This prioritization factor is not intended to give Class 1 and 3 projects priority over or to exclude Class 2 projects, but to give Class 1 and 3 projects with a completed ROD or FONSI priority over Class 1 and 3 projects that require additional environmental documentation.

## **C. Preservation**

The pavement preservation projects list is developed by ODOT's Pavement Management System (PMS) and applied by the pavement management selection committees. The PMS is an



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electronic data management tool used by the department to identify, prioritize and develop needed pavement preservation projects. The role of ACTs, MPOs and regional or statewide advisory groups is to review the timing of the pavement preservation projects as they relate to other local projects or issues; their comments will be considered as part of the process. It is anticipated that these groups will primarily enhance selected projects by leveraging additional funding or collateral community benefit. The interstate preservation projects are selected based on the PMS and a statewide strategy and are therefore not a part of these criteria.

### C.1. Construction STIP Eligibility Criteria for Pavement Preservation Footnotes

#### <sup>12</sup>**Pavement Strategy**

The department has adopted a pavement preservation program designed to keep highways in the best condition at the lowest lifecycle cost, taking into account available funding. ODOT established a Pavement Strategy Committee in 1999 to address pavement preservation issues, including the development of a statewide pavement strategy for all state highways. The pavement strategy was developed using the department's Pavement Management System. The strategy assumes maintenance of existing traffic capacity; it does not provide for capacity improvements.

Using the list generated by the Pavement Management System (PMS), each Region is responsible for recommending preservation projects for inclusion in the STIP.

### C.2. Construction STIP Prioritization Factors for Pavement Preservation Footnotes

#### <sup>13</sup>**Project Readiness for C-STIP Preservation Projects**

Projects that can begin construction within the timeframe of the STIP and within the timeframe expected are considered to be more ready than those that have many or complicated remaining steps. The overall judgment of a project's readiness is dependent on timeliness of construction expectations not on the number of steps to be completed.

#### <sup>14</sup>**Preservation Projects that Best Support the Oregon Highway Plan Policies**

The Oregon Highway Plan is available at: <http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml> and a summary list of OHP goals and policies is provided in Table 1. All projects should be consistent with the OHP and this prioritization factor is to help choose among these projects. Not all projects will advance all OHP policies but a project that is strongly supportive of several OHP policies may be chosen over one that offers less support or supports fewer OHP policies.

#### <sup>15</sup>**Leverage and Public Benefit for C-STIP Preservation Projects**

ACTs, MPOs and regional or statewide advisory groups should evaluate how proposed projects leverage additional funding or collateral community benefits and make wise and efficient use of infrastructure and natural resources. Examples of leverage and public benefits for C-STIP pavement preservation projects include:

- ♦ Other funding contributions, such as additional federal funds, local matching funds or provision of project right-of-way, private funding.
- ♦ Bundling with other infrastructure projects (provided there is no adverse affect on project readiness).
- ♦ Environmental enhancement, such as culvert replacement and improved drainage or fish passage.

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- ♦ Transfer of jurisdiction to promote jurisdictional responsibility and coordination.
- ♦ Leveraging of additional funds that contribute to transportation system effectiveness, system operations, and revitalization of the downtown or main street, etc.
- ♦ Direct benefits to multiple modes of travel, advancement of modal choice and intermodal activities. This would include local efforts to accommodate non-auto modal opportunities.
- ♦ Local circulation improvements that support and complement the state highway project.
- ♦ Improvements in Oregon's economy by addressing transportation challenges such as improving transportation service delivery.

### **D. Bridge**

The process of identifying bridge projects for the STIP relies on the Bridge Management System. ODOT maintains a complete inventory of all state (and local) bridges longer than 20 feet. The aggregation of structure inventory, condition data collected on a routine basis, and appraisal data assigned according to national guidelines fulfill the requirements of the National Bridge Inventory (NBI). Data required by the National Bridge Inspection Standards (NBIS) and additional data collected by ODOT bridge inspectors provide the condition and inventory data necessary for the analysis of ODOT bridges. Applying criteria in twelve separate deficiency categories, and considering OTC and program goals and requirements, projects are selected on a statewide basis. After technical review and coordination with the Regions and the statewide Bridge Leadership Team, the State Bridge Engineer recommends a list of projects for inclusion in the STIP. The role of ACTs, MPOs and regional or statewide advisory groups is to review the timing of the bridge replacement/rehabilitation projects as they relate to other local projects or issues; their comments will be considered as part of the process. It is anticipated that these groups will primarily enhance selected projects by leveraging additional funding or collateral community benefits.

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### D.1. Construction STIP Eligibility Criteria for Bridge Footnotes

#### <sup>16</sup>Bridge Management System

##### State Bridge Project Selection

This criterion applies to bridges on the State highway system only. Through an agreement between the State and the Association of Oregon Counties (AOC) and the League of Oregon Cities (LOC), the federal Highway Bridge Program project funds are divided between the State and local agencies based on the percentages of deficient bridges. Local bridge projects are covered through a separate selection process.

State bridge projects proposed for funding will be selected based on the desire to maintain and improve transportation's role in Oregon's economy. Traditionally, modernization funding will pay for major improvements to the transportation system including the bridge work. The State Bridge Program will support OTIA, freight mobility, life safety and protection of the transportation infrastructure investment.

Focusing on the Interstate Highway and Oregon Highway Plan Freight Routes, consider bridges as candidates based on the following:

- ♦ Bridges in need of improvements that eliminate load, width or vertical restrictions or poor structural condition.
- ♦ Bridges that preserve freight corridors, detour and other lifeline routes.
- ♦ Other structural, safety and functional considerations.

### D.2. Construction STIP Prioritization Factors for Bridge Footnotes

#### <sup>17</sup>Bridge Options Report

Priority will be given to projects that support the Bridge Options Report adopted by the Oregon Transportation Commission. The Bridge Options Report helped to organize the needed bridge repairs that were funded under the Oregon Transportation Investment Act III. As of December 2006, a majority of these projects are under construction or in final design in preparation for construction. By the time of the OTC's adoption of the Final 2010-2013 STIP, this program will be largely complete.

#### <sup>18</sup>Bridge Projects that Best Support the Oregon Highway Plan Policies

The Oregon Highway Plan is available at: <http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml> and a summary list of OHP goals and policies is provided in Table 1. All projects should be consistent with the OHP and this prioritization factor is to help choose among these projects. Not all projects will advance all OHP policies but a project that is strongly supportive of several OHP policies may be chosen over one that offers less support or supports fewer OHP policies.

#### <sup>19</sup>Projects that Support Freight Mobility

Projects that support freight mobility are bridge replacement and rehabilitation projects on freight routes of statewide or regional significance, including:

- Highways on the State Highway Freight System as designated in the *Oregon Highway Plan*;

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- Highways or local roads designated as National Highway System intermodal connectors;
- Other highways with a high volume or percentage of trucks or which are important for regional or interstate freight movement;
- Local freight routes designated in a regional or local transportation plan.

These projects would remove identified barriers to the safe, reliable, and efficient movement of goods and/or would support multimodal freight transportation movements.

### <sup>20</sup>**Project Readiness for C-STIP Bridge Projects**

Projects that can begin construction within the timeframe of the STIP are considered to be more ready. The overall judgment of a project's readiness is dependent on timely completion of necessary pre-construction steps and not on the number of steps to be completed.

### <sup>21</sup>**Leverage and Public Benefit for C-STIP Bridge Projects**

ACTs, MPOs and regional or statewide advisory groups should evaluate how proposed projects leverage additional funding or collateral community benefits and make wise and efficient use of infrastructure and natural resources. Examples of leverage and public benefits for C-STIP bridge replacement/rehabilitation projects include:

- ♦ Other funding contributions, such as additional federal funds, local matching funds or provision of project right-of-way, private funding.
- ♦ Bundling with other infrastructure projects (provided there is no adverse affect on project readiness).
- ♦ Environmental enhancement, such as culvert replacement and improved drainage or fish passage.
- ♦ Direct benefits to multiple modes of travel, advancement of modal choice and intermodal activities. This would include local efforts to accommodate non-auto modal opportunities.
- ♦ Improvements in Oregon's economy by addressing transportation challenges including improving service delivery.

## Oregon Highway Plan Policies

Table 1

|  |
|--|
| <b>GOAL 1: SYSTEM DEFINITION</b>                   |
| POLICY 1A: STATE HIGHWAY CLASSIFICATION SYSTEM     |
| POLICY 1B: LAND USE AND TRANSPORTATION             |
| POLICY 1C: STATE HIGHWAY FREIGHT SYSTEM            |
| POLICY 1D: SCENIC BYWAYS                           |
| POLICY 1E: LIFELINE ROUTES                         |
| POLICY 1F: HIGHWAY MOBILITY STANDARDS              |
| POLICY 1G: MAJOR IMPROVEMENTS                      |
| POLICY 1H: BYPASSES                                |
| <b>GOAL 2: SYSTEM MANAGEMENT</b>                   |
| POLICY 2A: PARTNERSHIPS                            |
| POLICY 2B: OFF-SYSTEM IMPROVEMENTS                 |
| POLICY 2C: INTERJURISDICTIONAL TRANSFERS           |
| POLICY 2D: PUBLIC INVOLVEMENT                      |
| POLICY 2E: INTELLIGENT TRANSPORTATION SYSTEMS      |
| POLICY 2F: TRAFFIC SAFETY                          |
| POLICY 2G: RAIL AND HIGHWAY COMPATIBILITY          |
| <b>GOAL 3: ACCESS MANAGEMENT</b>                   |
| POLICY 3A: CLASSIFICATION AND SPACING STANDARDS    |
| POLICY 3B: MEDIANS                                 |
| POLICY 3C: INTERCHANGE ACCESS MANAGEMENT AREAS     |
| POLICY 3D: DEVIATIONS                              |
| POLICY 3E: APPEALS                                 |
| <b>GOAL 4: TRAVEL ALTERNATIVES</b>                 |
| POLICY 4A: EFFICIENCY OF FREIGHT MOVEMENT          |
| POLICY 4B: ALTERNATIVE PASSENGER MODES             |
| POLICY 4C: HIGH-OCCUPANCY VEHICLE (HOV) FACILITIES |
| POLICY 4D: TRANSPORTATION DEMAND MANAGEMENT        |
| POLICY 4E: PARK-AND-RIDE FACILITIES                |
| <b>GOAL 5: ENVIRONMENTAL AND SCENIC RESOURCES</b>  |
| POLICY 5A: ENVIRONMENTAL RESOURCES                 |
| POLICY 5B: SCENIC BYWAYS                           |

## **Attachment B**

### **Appendix A**

#### **Key Website Addresses**

**Draft and Final STIP, Project Summary Reports:**

<http://www.oregon.gov/ODOT/HWY/STIP/index.shtml>

**STIP Users' Guide:** <http://www.oregon.gov/ODOT/TD/TP/stipGuide.shtml>

**Management Systems:** <http://intranet.odot.state.or.us/otms/>

**Bridge Options Report:**

[http://www.oregon.gov/ODOT/COMM/docs/bridge\\_options/bridge\\_options.pdf](http://www.oregon.gov/ODOT/COMM/docs/bridge_options/bridge_options.pdf)

**Policy on Formation and Operation of the ACTs:**

[http://www.oregon.gov/ODOT/COMM/act\\_main.shtml](http://www.oregon.gov/ODOT/COMM/act_main.shtml)

**Program Advisory Committees, Community Involvement:**

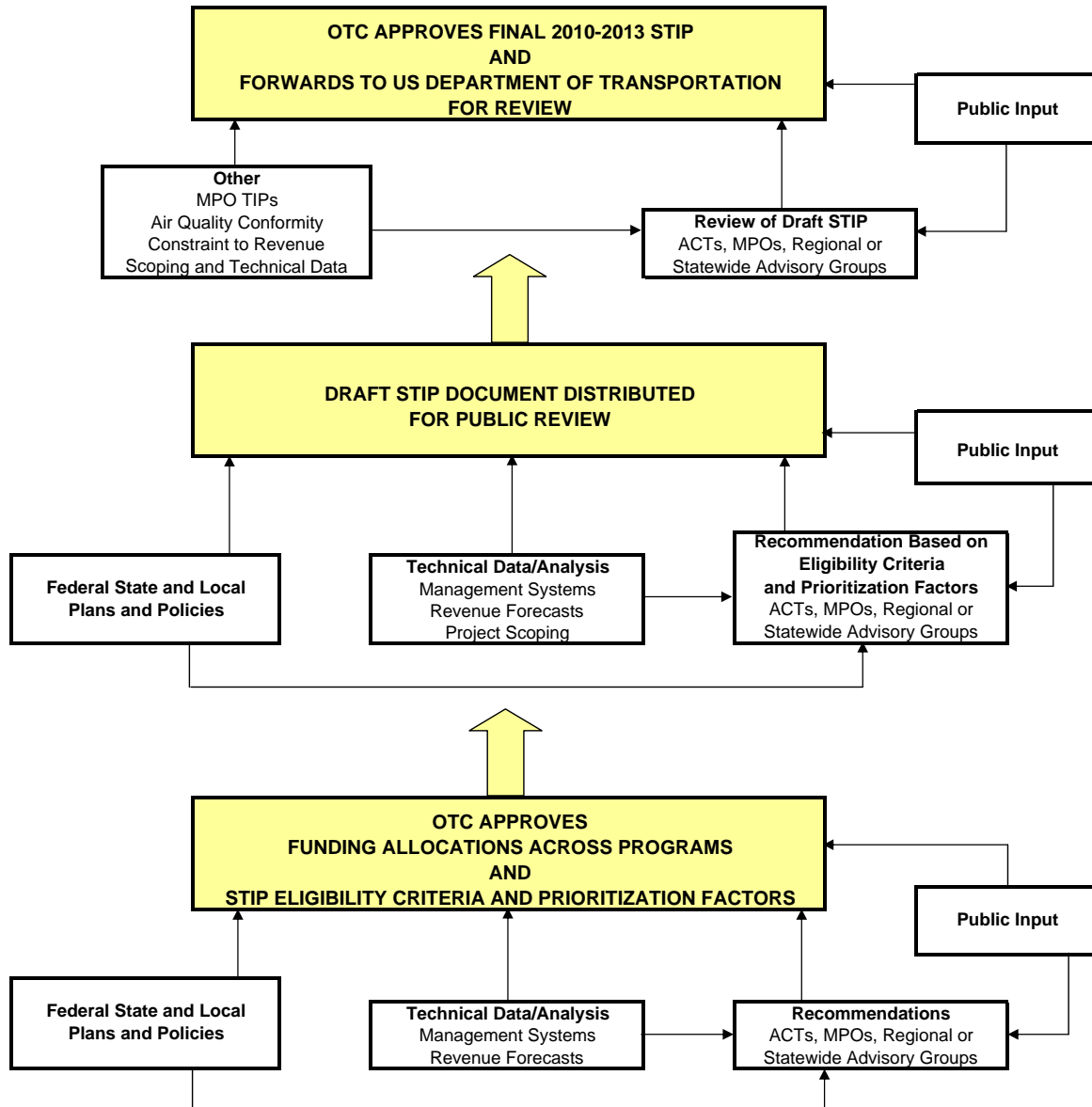
<http://www.oregon.gov/ODOT/involvement.shtml>

**OHP Web site:** <http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml>

**OTP Web site:** <http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml>

Appendix B

STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM  
DECISION PROCESS



KEY

ACT: Area Commission on Transportation  
MPO: Metropolitan Planning Organization  
TIP: Transportation Improvement Program

## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 08-3916, FOR THE PURPOSE OF ADOPTING THE POLICY DIRECTION AND PROGRAM OBJECTIVES FOR THE 2009 REGIONAL FLEXIBLE FUNDING ALLOCATION PROCESS AND 2010-13 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP)

---

Date: March 20, 2008

Prepared by: Ted Leybold

## BACKGROUND

This resolution would approve a report outlining the policy direction, program objectives and procedures that will be used during the 2010-13 Regional Flexible Fund allocation process and MTIP update to nominate, evaluate and select projects to receive federal transportation funds in the fiscal year 2012-13 biennium.

The process for updating the policies for the 2010-2013 MTIP and Regional Flexible Fund allocation involved surveying JPACT and Metro Council members as well as surveying targeted stakeholder groups as to what changes should be made to the guiding policy for the respective programs. The survey results and feedback from MPAC, MTAC, and TPAC through several regular meetings and a special JPACT meeting have been used to create the Draft Policy Report, Exhibit A to Resolution 08-3916. This report is scheduled to receive a recommendation for approval by MPAC at their March 12, 2008 meeting. JPACT is scheduled to adopt the report at their March 13, 2008 meeting.

The Metro Council and the Chief Operating Officer are preparing a request to local jurisdictions to submit projects to Metro for evaluation and award of regional flexible transportation funding. Regional flexible transportation funds are those portion of federal funds accounted for in the MTIP that are allocated through the JPACT/Metro Council decision-making process.

Metro and ODOT update the MTIP/STIP every two years to schedule funding for the following four-year period. The 2010-13 Regional Flexible Fund allocation process encompasses the four-year period of federal fiscal years 2010 through 2013. This update will therefore adjust, as necessary, funds already allocated to projects in fiscal years 2010 and 2011 in the current approved MTIP. It will also allocate funds to new projects in the last two years (2012 and 2013) of the new MTIP.

The regional flexible funds available for the 2010-13 allocation are composed of two types of federal transportation assistance, which come with differing restrictions. The most flexible funds are surface transportation program (STP) funds that may be used for virtually any transportation purpose, identified in the Financially Constrained RTP, short of building local residential streets.

The second category of money is Congestion Mitigation/Air Quality (CMAQ) funds. CMAQ funds cannot be used to build new lanes for automobile travel. Also, projects that use CMAQ funds must demonstrate that some improvement of air quality will result from building or operating the project.

## ANALYSIS/INFORMATION

1. **Known Opposition** None known at this time.



2. **Legal Antecedents** Updates the 2008-11 Transportation Priorities and MTIP policy report, adopted by Metro Council Resolution 06-3665 on March 23rd, 2006 (FOR THE PURPOSE OF ADOPTING THE POLICY DIRECTION, PROGRAM OBJECTIVES, PROCEDURES AND CRITERIA FOR THE TRANSPORTATION PRIORITIES 2008-11 ALLOCATION PROCESS AND METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP)).
3. **Anticipated Effects** Adoption of this resolution will provide the policy direction, program objectives and procedures that will be used during the 2010-13 Regional Flexible Fund Allocation Process and MTIP update to nominate, evaluate and select projects to receive federal transportation funds in the fiscal year 2012-13 biennium as described in Exhibit A of Resolution 08-3916.
4. **Budget Impacts** None.

## **RECOMMENDED ACTION**

Metro staff recommends the approval of Resolution No. 08-3916.

BEFORE THE METRO COUNCIL

|                                     |   |  |
|-------------------------------------|---|--|
| FOR THE PURPOSE OF ADOPTING THE     | ) | RESOLUTION NO. 08-3916                 |
| POLICY DIRECTION AND PROGRAM        | ) |  |
| OBJECTIVES FOR THE 2009 REGIONAL    | ) | Introduced by Councilor Rex Burkholder |
| FLEXIBLE FUNDING ALLOCATION PROCESS | ) |  |
| AND 2010-13 METROPOLITAN            | ) |  |
| TRANSPORTATION IMPROVEMENT          | ) |  |
| PROGRAM (MTIP)                      | ) |  |

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council will be awarding regional flexible funds to transportation projects in the region through the Regional Flexible Fund allocation process; and

WHEREAS, these funding awards, as well as all other federal transportation spending in the region, will be programmed in the MTIP; and

WHEREAS, JPACT and the Metro Council wish to provide policy direction on the objectives of the Regional Flexible Funding process and programming of funds in the MTIP; now therefore,

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT for the policy direction, program objectives, procedures and criteria for the 2009 Regional Flexible Fund allocation process and the 2010-13 Metropolitan Transportation Improvement Program as described in Exhibit A attached hereto as to form.

ADOPTED by the Metro Council this \_\_\_\_ day of March 2008.

---

David Bragdon, Council President

Approved as to Form:

---

Daniel B. Cooper, Metro Attorney

# **Metro Policy Advisory Committee**

March 12, 2008

Item 8 – Making the Greatest Place

## MPAC Worksheet

**Agenda Item Title** (include ordinance or resolution number and title if applicable): Performance-Based Growth Management

**Presenter:** Carl Hosticka, Carlotta Collette, Chris Deffebach

**Contact for this worksheet/presentation:** Chris Deffebach or Ted Reid

**Council Liaison Sponsor:** Carl Hosticka

**Purpose of this item (check no more than 2):**

Information \_\_\_\_\_  
Update \_\_\_\_\_  
Discussion   x    
Action \_\_\_\_\_

**MPAC Target Meeting Date:** March 12, 2008

Amount of time needed for:

Presentation   10    
Discussion   30  

**Purpose/Objective** (what do you expect to accomplish by having the item on *this meeting's* agenda):

(e.g. to discuss policy issues identified to date and provide direction to staff on these issues)

Review and comment on a draft resolution that puts forth a definition of performance and directs Metro to work with the region to create a performance-based growth management system.

**Action Requested/Outcome** (What action do you want MPAC to take at *this meeting*? State the *policy* questions that need to be answered.)

This is an information item. MPAC will be asked for comments on:

- Do the characteristics listed in Exhibit A to the resolution describe successful, sustainable communities?
- Do the principles in Exhibit B to the resolution describe an improved growth management system?
- What else would you like to know to feel confident in supporting a performance-based system?
- What questions do you have for MTAC consideration at their next meeting?

In the next meeting, MPAC will be asked if, for the purpose of guiding future growth management decisions, does MPAC recommend that the Metro Council formally adopt the resolution?

**Background and context:**

On January 23, 2008, Councilor Hosticka introduced MPAC to the Performance-Based Growth Management concept. At that meeting, MPAC expressed enthusiasm for a growth management system that uses performance measures to consider the possible outcomes of different policy choices. Growth management policy tools would include, for instance, UGB expansions, investments in centers and corridors, local zoning changes, and transportation investments. Clearly, not all of these policy options are at Metro's disposal. Thus, for a performance-based system to work, the region as a whole must agree on a definition of "success" and must consider whether growth management decisions to come are likely to help or hinder in our efforts to create successful communities.

**What has changed since MPAC last considered this issue/item?**

In January, Councilor Hosticka described the Performance-Based Growth Management concept to MPAC. MPAC concurred that such a concept should be pursued further and that an initial step is to articulate the characteristics of "performance" or "success." The draft resolution attempts to provide that definition as well as to give initial direction to Metro to work with our partners in the region to identify the performance indicators, targets and decision-making process necessary to create successful communities. MTAC reviewed the draft resolution on March 5 and their comments will be forwarded to MPAC.

**What packet material do you plan to include? (must be provided 8-days prior to the actual meeting for distribution)**

A draft resolution that articulates the characteristics of "performance" or "success" and commits Metro to working with all of our regional partners to identify the performance indicators, targets and decision-making process necessary to create successful communities.

**What is the schedule for future consideration of item (include MTAC, TPAC, JPACT and Council as appropriate):**

Related topics will be brought to MPAC throughout 2008. By the end of 2008, we would like MPAC to advise the Metro Council on if and how to implement the Performance-Based Growth Management concept.

# M E M O R A N D U M

600 NORTHEAST GRAND AVENUE  
TEL 503 797 1768

PORTLAND, OREGON 97232 2736  
FAX 503 797 1930



**METRO**

**To:** MPAC  
**From:** Chris Deffebach and Ted Reid, Long Range Policy and Planning  
**Date:** March 5, 2008  
**Re:** Performance-Based Growth Management  
Draft resolution defining performance (success)

MPAC members,

On January 23, 2008, Councilor Hosticka introduced MPAC to the Performance-Based Growth Management concept. At that meeting, MPAC expressed interest in a growth management system that uses performance measures to consider the possible outcomes of different policy choices. Growth management policy tools would include, for instance, UGB expansions, investments in centers and corridors, local zoning changes, and transportation investments. Clearly, not all of these policy options are at Metro's disposal. All of us have a role in creating and implementing such a growth management system.

## Steps in developing a performance-based system

1. Define "success"
2. Develop indicators to measure progress towards goals
3. Develop a system for integrating indicators into decisions

## Purpose of the resolution and questions for MPAC

Regional agreement on a definition of success is a critical first step and, to begin the discussion, we have prepared a draft resolution that strives to do that. We should stress that this resolution is still very much in draft form and that we would like your input. In particular, we would like your thoughts on Exhibit A to the resolution, which articulates the characteristics of successful and sustainable communities.

Without regional agreement and commitment, a performance-based growth management system, no matter how artfully designed and modeled, will be less effective in creating vibrant communities. We intend to return to MPAC throughout 2008 to seek your input on performance measures, targets, and the larger decision-making framework for a performance-based system of growth management.

### Contents of the resolution

The main body of the resolution identifies the shortcomings of the current growth management system that were discussed at the January 23 MPAC meeting. The resolution also articulates, in general terms, how a performance-based system would help the region to adapt to new trends and to create successful communities. In particular, please note the last whereas of the resolution, which states that "...Metro and its regional partners intend to use a performance-based approach to help determine whether and where to (1) allocate growth to and within the UGB; (2) invest in communities within the UGB; and (3) expand the UGB." A set of indicators that are based on the characteristics of successful communities would guide those decisions.

Draft characteristics are cited in Exhibit A to the resolution and should be familiar to you as they are drawn from:

- 2040 Growth Concept
- Regional Urban Growth Goals and Objectives (RUGGOS)
- Regional Framework Plan
- Fundamental goals listed in Title 9 of the Urban Growth Management Functional Plan
- The Great Communities report
- Metro Council Goals and Objectives
- The urbanization factors found in the new reserves rule

Based on suggestions from the Metro Council, this list of characteristics has been augmented to address contemporary concerns such as the minimization of contributions to global warming.

As previously noted, this resolution will serve as a starting point for subsequent discussions of how to measure performance. **Consequently, the draft characteristics listed in Exhibit A have been written so that that they lend themselves to measurement and/or modeling. Whenever possible, we have steered clear of describing "success" in terms that would be difficult or impossible to quantify.**

Finally, draft principles for a performance-based growth management system are articulated in Exhibit B. Fundamentally, our intent is to create a growth management system that will do a better job of framing policy choices for local jurisdictions and the Metro Council (in essence, well-informed adaptive management), helping to create the future that the region wants.

### Tentative timeline for consideration of the resolution

In order to improve the resolution we intend to follow the following schedule for review and comment. We will be taking the resolution to JPACT and TPAC to clarify its relation to the RTP.

|                |                     |
|----------------|---------------------|
| MTAC:          | March 5, April 2    |
| MPAC:          | March 12, April 9   |
| JPACT:         | Dates TBD           |
| TPAC:          | Dates TBD           |
| Metro Council: | April 17 (adoption) |

Comments from MTAC on the draft resolution (March 5, 2008 meeting)

- Several comments indicated general support for the concept as well as the need for more clarity on how the system would work, how it would be different from the current system and examples of what some performance indicators might be.
- This type of system is already legally mandated. We need to implement it.
- The eventual list of performance indicators should be short and be expanded if needed.
- We should revisit past performance.
- MTAC would like to know if there other cities that have tried a similar approach.
- This type of system will need to contend with the possible tension between creating efficient transportation systems and successful communities.
- Need a goal for an adequate supply of industrial/employment land.
- Need a goal for fostering a green economy.
- Need a goal Growth should not be at the expense of community identity (e.g. historic character).

Included in your packet is the draft resolution as considered by MTAC as well as a redline version reflecting their comments.

Thank you for your thoughtful input.



RESOLUTION NO. 08-\_\_\_\_\_

Introduced by Councilor Carl Hosticka



1

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## Goals and

...life for ...

WHEREAS, despite the passage of approximately 13 years since its adoption, support for the 2040 Growth Concept remains strong among local governments and the general public, and

WHEREAS, the 2040 Growth Concept also holds promise for addressing contemporary and pressing concerns, such as the region's rapid population growth and its contributions to global warming, and for directing investments in infrastructure in a time of limited funds; and

WHEREAS, in order to establish performance measures to inform future growth management decisions, the region should affirmatively state its vision of long-term success in creating a livable region and its constituent communities; and

WHEREAS, a performance-based approach to growth management will be most successful if jurisdictions throughout the region participate in its development and integrate it into their decision making; and

WHEREAS, Metro and its regional partners intend to use a performance-based approach to help determine whether and where to (1) allocate growth to and within the UGB; (2) invest in communities within the UGB; and (3) expand the UGB; now, therefore

BE IT RESOLVED that the Metro Council

1. Affirms a definition of a successful region and its constituent communities, as set forth in Exhibit A, attached hereto.
2. Commits, based on the principles articulated in Exhibit B, to working with all of our regional partners to identify the performance indicators, targets and decision making process necessary to create successful communities.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 2008

\_\_\_\_\_  
David Bragdon, Council President

Approved as to form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

**Exhibit A**  
**To Resolution No. ~~0809~~-????**

**A Definition of Successful Communities**

Goal Statement:

Regional and local policies and actions are aligned to create vibrant, sustainable communities that have the following characteristics:

**Great Communities**

- Population and job growth is focused in existing and planned downtowns and centers, ~~along busy streets~~along transit corridors and near transit stations, thereby reducing growth pressures on existing single-family residential neighborhoods and rural lands.
- People ~~make~~ use of ~~multiple~~-viable transportation options that enhance communities and preserve the environment.
- Diverse transportation and housing options that are equitably distributed throughout the region create an affordable cost of living for all.~~People can choose from diverse and affordable housing options that are equitably distributed throughout the region. There are no slums or ghettos in the region.~~
- ~~Because of a~~ compact urban form with mixed uses, ~~allows~~ people of all ages ~~to have~~ schools, employment, recreation, open space and retail options within walking distance of home.
- Communities have sound governance and finance systems in place that ~~are able to~~ provide needed urban facilities and services.
- ~~Throughout the region, people can walk to public open spaces.~~
- A rural buffer of productive farm and forest lands and natural areas surrounding the Metro region helps neighboring cities to retain their unique identities.

**Vital Economy**

- A high quality of life attracts and retains employers that provide a plentiful supply of family-wage jobs for people of all education levels.
- The reliable and efficient movement of people and goods helps to sustain the region's economic competitiveness.
- Educational and work force training opportunities are available to educate children and to attract, train and retain current and future ~~residents~~workers.
- Healthy, productive farm and forest lands create strong rural economies.
- The region's compact urban form saves public and private money on energy, public facilities and services.
- Employers choose from sites that meet their business needs.

**Healthy Environment**

- The region's urban form and transportation options ~~minimize contributions to global warming~~foster reductions in greenhouse gas emissions from existing and newly urbanizing communities.
- Residents' health and quality of life are enhanced by exceptionally clean air and water.
- Healthy ecological systems are integrated into the urban setting.

## **Exhibit B**

**To Resolution No. ~~0809~~-????**

### **Performance Based Growth Management**

#### **Guiding Principles**

1. The new growth management approach should be outcome-oriented, with the outcomes endorsed through regional commitment to a definition of performance or outcome.
2. Performance or outcome should be defined in a way that is readily measureable and has clear cause-and-effect linkages with policy choices.
3. Strategies should be aligned at the regional, local, state and federal level to support progress toward achieving the outcomes desired for the region and to effectively leverage private investment.
4. The new approach should rely on an integrated set of policy and financial tools, including public investments, land supply decisions, local zoning and other strategies.
5. The new approach should be transparent, allowing for explicit weighing of community values and desired outcomes.
6. A combination of measures will be used to assess progress toward meeting the region's goals and will inform decisions about which policy tools are needed to achieve the desired outcomes.
7. Changes to state statute and administrative rules may be needed to fully implement this approach.
8. The new approach will link performance measures reporting directly with growth management decisions.
9. Measurements should accommodate local aspirations and should support equitable outcomes across the region while also achieving region-wide goals.

**DRAFT 8**  
**BEFORE THE METRO COUNCIL**

|                                       |   |                                       |
|---------------------------------------|---|---------------------------------------|
| FOR THE PURPOSE OF AFFIRMING A        | ) | RESOLUTION NO. 08-_____               |
| DEFINITION OF “SUCCESSFUL REGION” AND | ) |                                       |
| COMMITTING METRO TO WORK WITH         | ) | Introduced by Councilor Carl Hosticka |
| REGIONAL PARTNERS TO IDENTIFY         | ) |                                       |
| PERFORMANCE INDICATORS AND            | ) |                                       |
| TARGETS AND TO DEVELOP A DECISION-    | ) |                                       |
| MAKING PROCESS TO CREATE SUCCESSFUL   | ) |                                       |
| COMMUNITIES                           | ) |                                       |

WHEREAS, the preamble to Metro’s Charter states that Metro shall undertake “...as its most important service, planning and policy making to preserve and enhance the quality of life and the environment for ourselves and future generations...”; and

WHEREAS, the concept of “quality of life” is given further clarification in the 2040 Growth Concept, the Regional Framework Plan and Metro Council Goals and Objectives; and

WHEREAS, to preserve and enhance the quality of life for current and future generations, growth management policies should be based upon measurable performance toward the achievement of regional goals and objectives; and

WHEREAS, Title 9 (Performance Measures) of the Urban Growth Management Functional Plan states that the Metro Council shall adopt and periodically revise performance measures to be used in evaluating and adjusting, as necessary, Metro’s functional plans, the urban growth boundary (UGB), and other regional plans; and

WHEREAS, the region has an increasing ability to measure its success in realizing its goals, to use performance measures and to understand the likely effects of different policy options; and

WHEREAS, state law currently requires Metro to determine the capacity of the region’s UGB every five years, using a precise methodology set forth at ORS 197.296, and to add capacity if the UGB does not have sufficient room to accommodate population and employment growth forecasted for the next 20 years; and

WHEREAS, the current approach to growth management causes the region to apply a level of analytical precision to long-range population and employment forecasts that does not account for the dynamic nature of housing and employment needs and markets; and

WHEREAS, the current approach can lead to UGB land allocations that do not help to create great communities that enhance the quality of life for ourselves and future generations; and

WHEREAS, this cyclical approach has also had the effect of diverting the region’s attention and resources from critical, shorter-term efforts to build livable communities within the region’s centers and corridors and, instead, has directed scarce resources to a continual analysis of need to add to the region’s long-term development capacity by adding land from outside the UGB; and

WHEREAS, despite the passage of approximately 13 years since its adoption, support for the 2040 Growth Concept remains strong among local governments and the general public, and

WHEREAS, the 2040 Growth Concept also holds promise for addressing contemporary and pressing concerns, such as the region's rapid population growth and its contributions to global warming, and for directing investments in infrastructure in a time of limited funds; and

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\_\_\_\_\_  
David Bragdon, Council President

Approved as to form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

**Exhibit A  
To Resolution No. 08-????**

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- People make use of multiple viable transportation options that enhance communities and preserve the environment.
- People can choose from diverse and affordable housing options that are equitably distributed throughout the region. There are no slums or ghettos in the region.
- A compact urban form with mixed uses allows people to have employment, recreation and retail options within walking distance of home.
- Communities have sound governance and finance systems in place that are able to provide needed urban facilities and services.
- Throughout the region, people can walk to public open spaces.
- A rural buffer of productive farm and forest lands and natural areas surrounding the Metro region helps neighboring cities to retain their unique identities.

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- The region's compact urban form saves public and private money on energy, public facilities and services.

**Healthy Environment**

- The region's urban form and transportation options minimize contributions to global warming.
- Residents' health and quality of life are enhanced by exceptionally clean air and water.
- Healthy ecological systems are integrated into the urban setting.

## **Exhibit B**

### **To Resolution No. 08-????**

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## MPAC Worksheet

**Agenda Item Title:** 2035 Regional Transportation Plan – State Component Work Program and Timeline

**Presenter:** Kim Ellis

**Contact for this worksheet/presentation:** Kim Ellis

**Council Liaison Sponsor:** Rex Burkholder

**Purpose of this item (check no more than 2):**

Information      X    
Update                
Discussion      X    
Action              

**MPAC Target Meeting Date:**   3/12/08  

Amount of time needed for:

Presentation      10    
Discussion        20  

**Purpose/Objective:**

- Discuss and provide input to staff on preliminary draft schedule (see Attachment 1)

**Action Requested/Outcome:**

1. Is the preliminary draft work program a reasonable approach?
2. Do members support staff moving forward with the proposed expanded timeline for the state component of the 2035 RTP update?
3. Do members support holding joint JPACT/MPAC meetings to provide direction at key decision points during the process?

With MPAC and JPACT input, staff will continue working with TPAC and MTAC to finalize the work program and schedule in March.

**Background and context:**

On December 13, 2007, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council adopted the federal component of the 2035 Regional Transportation Plan (RTP) to meet the Safe, Accountable, Flexible, and Efficient Transportation Equity Act—A Legacy for Users (SAFETEA-LU) and other federal planning requirements. The U.S. Department of Transportation approved the RTP conformity determination and related documentation on February 29, 2008, formally concluding the federal component of the 2035 RTP update.

The 2035 RTP provides an updated blueprint to guide transportation planning and investments in the Portland metropolitan region – including development of the state component of the 2035 RTP. Completion of the state component will trigger a number of implementation activities at the local, regional and state level, including updates to transportation system plans (TSPs).

## What has changed since MPAC last considered this issue/item?

### **Consultation Activities on State Component Work Program**

Since January, staff consulted several local and state agency staff, the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC) to confirm issues to be addressed during the state component and gather input on a preliminary draft schedule and work program. Input provided to date includes:

- 1 year is insufficient for completion of the state component
- allow enough time for meaningful discussion and analysis of the updated RTP policy and development of the state system of investments
- continue to integrate/coordinate with New Look/Making the Greatest Place tracks
- provide opportunities for more collaboration and partnerships between agencies

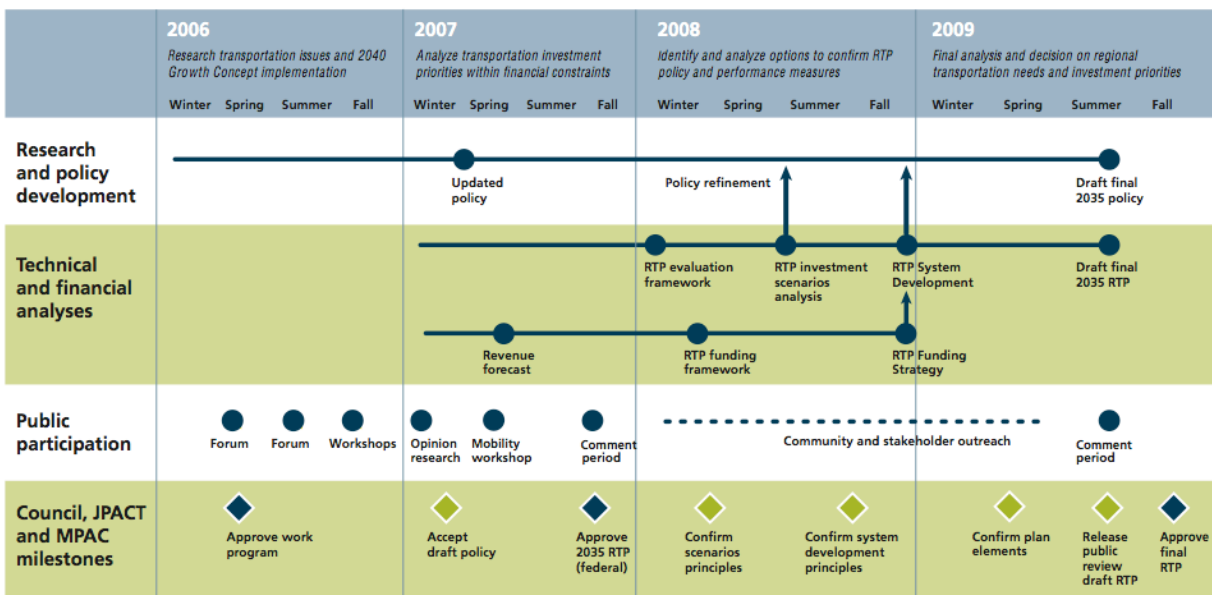
In addition, the Metro Committee for Citizen Involvement (MCCI) provided input on the draft public participation plan and outreach strategies.

### **Proposed State Component of RTP Update Schedule and Work Program Elements**

The proposed schedule and work program extends the state component timeline from one year to two years in response to input received to date.

### **Preliminary Draft Schedule and Work Program Elements for RTP Update**

#### **2/20/08 Preliminary Working Draft Regional Transportation Plan Update Timeline**



## What packet material do you plan to include?

- **Attachment 1:** Proposed Key Milestones for State Component of 2035 RTP

## What is the schedule for future consideration of item:

- **JPACT – March 13**
- **Metro Council – March 18**
- **TPAC – March 28**
- **MTAC - March 19**



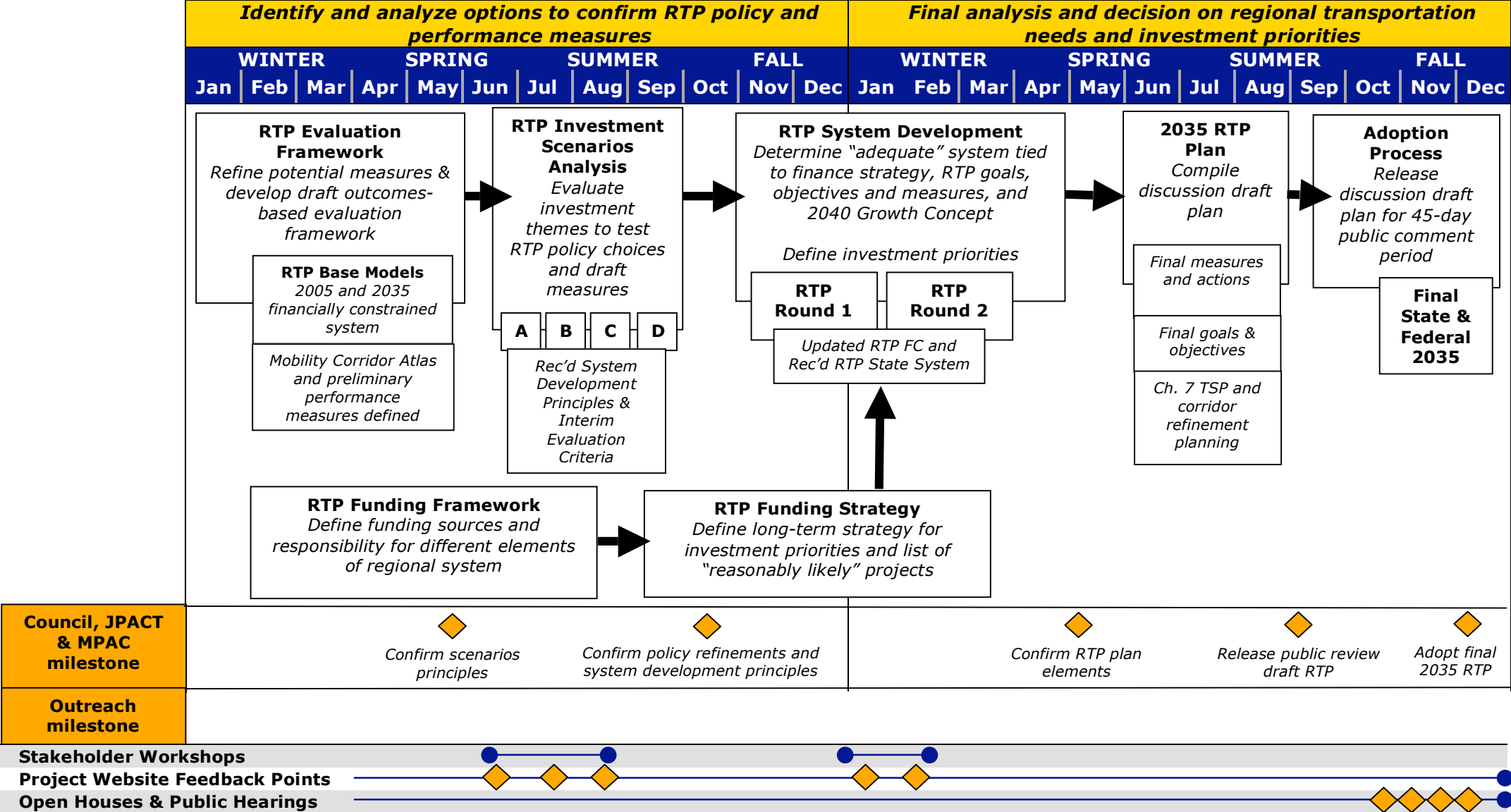
METRO Updated February 26, 2008

# Key Milestones for State Component of 2035 Regional Transportation Plan

## Proposed Project Timeline



## Proposed 2008-09 Work Program Milestones



Proposed 2008-09 Outreach Milestones

|  | WINTER |     |     | SPRING |     |     | SUMMER |     |     | FALL |     |     | WINTER |     |     | SPRING |     |     | SUMMER |     |     | FALL |     |     |
|--|--------|-----|-----|--------|-----|-----|--------|-----|-----|------|-----|-----|--------|-----|-----|--------|-----|-----|--------|-----|-----|------|-----|-----|
|  | Jan    | Feb | Mar | Apr    | May | Jun | Jul    | Aug | Sep | Oct  | Nov | Dec | Jan    | Feb | Mar | Apr    | May | Jun | Jul    | Aug | Sep | Oct  | Nov | Dec |
| Website & E-Newsletter                   |        |     | ◆   |        |     |     |        |     |     | ◆    |     |     |        |     |     |        | ◆   |     |        |     | ◆   | ◆    | ◆   |     |
| CETAS consultation                       |        |     |     |        |     |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     | ◆    |     |     |
| County Coordination Committee briefings  |        | ◆   |     |        | ◆   |     |        |     |     | ◆    |     |     |        | ◆   |     |        |     | ◆   |        |     | ◆   |      |     |     |
| TPAC/MTAC Workshops                      |        |     | ◆   | ◆      |     |     |        |     | ◆   |      | ◆   |     | ◆      | ◆   |     |        |     |     | ◆      |     |     |      |     |     |
| Joint MPAC & JPACT meetings              |        |     |     |        | ◆   |     |        |     |     | ◆    |     |     |        |     |     |        |     | ◆   |        |     |     |      |     |     |
| Council, JPACT & MPAC briefings          |        | ◆   | ◆   |        | ◆   |     |        |     | ◆   |      | ◆   |     |        |     | ◆   |        | ◆   |     |        |     | ◆   |      | ◆   | ◆   |
| Regional Freight Task Force              |        |     |     |        | ◆   |     |        |     |     | ◆    |     |     |        |     |     | ◆      |     |     |        |     | ◆   |      |     |     |
| Performance Measures Work Group          |        | ◆   | ◆   | ◆      | ◆   | ◆   |        |     | ◆   | ◆    | ◆   | ◆   | ◆      |     |     | ◆      | ◆   | ◆   |        |     |     |      |     |     |
| Transportation Planning Rule Work Group  |        |     |     |        |     |     |        |     |     |      |     |     |        |     |     |        |     | ◆   | ◆      | ◆   |     |      |     |     |
| Regional Bicycle Policy Work Group       |        |     | ◆   | ◆      | ◆   |     |        |     | ◆   | ◆    |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| Transportation Funding Policy Work Group |        |     |     |        |     |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| Public hearings                          |        |     |     |        |     |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     | ◆   | ◆    |     |     |
| OTC/ LCDC Briefings                      |        |     |     | ◆      |     |     |        |     |     |      | ◆   |     |        |     |     |        |     |     |        |     |     | ◆    |     |     |
| Community/Stakeholder Outreach           |        |     |     |        | ◆   | ◆   | ◆      | ◆   |     | ◆    |     |     | ◆      | ◆   |     |        | ◆   |     |        | ◆   |     | ◆    | ◆   | ◆   |

Proposed 2008-09 Planning Activities Coordination Milestones

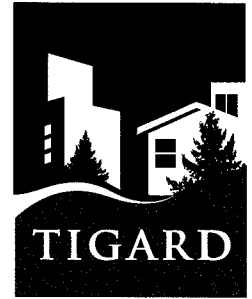
|   | WINTER |     |     | SPRING |     |     | SUMMER |     |     | FALL |     |     | WINTER |     |     | SPRING |     |     | SUMMER |     |     | FALL |     |     |
|---|--------|-----|-----|--------|-----|-----|--------|-----|-----|------|-----|-----|--------|-----|-----|--------|-----|-----|--------|-----|-----|------|-----|-----|
|   | Jan    | Feb | Mar | Apr    | May | Jun | Jul    | Aug | Sep | Oct  | Nov | Dec | Jan    | Feb | Mar | Apr    | May | Jun | Jul    | Aug | Sep | Oct  | Nov | Dec |
| New Look - Investment   |        |     |     |        | ◆   |     |        |     |     |      |     |     |        |     |     |        |     | ◆   |        |     |     |      |     | ◆   |
| New Look – Urban & Rural Reserves                             |        |     |     |        |     | ◆   |        |     |     |      | ◆   |     |        |     |     |        |     | ◆   |        |     |     |      |     | ◆   |
| New Look – Performance-Based Growth Management                |        |     |     |        |     | ◆   |        |     |     |      | ◆   |     |        |     |     |        |     | ◆   |        |     |     |      |     | ◆   |
| Regional High Capacity Transit Study                          | ◆      |     |     |        |     |     | ◆      |     |     |      |     | ◆   |        |     |     |        |     |     |        |     |     |      |     |     |
| Regional Travel Options Strategic Plan                        |        |     | ◆   |        |     |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| Regional Freight and Goods Movement Plan                      |        |     |     |        |     |     | ◆      |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| Regional Transportation System Management and Operations Plan |        |     |     |        |     |     | ◆      |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| Portland Street Car System Plan                               |        |     |     |        |     |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| LPA – Milwaukie LRT   |        |     |     |        | ◆   |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| LPA – Columbia River Crossing                                 |        |     | ◆   |        | ◆   |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| LPA – I-5/99W Connector                                       |        |     |     |        |     |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| LPA – Sunrise Project   |        |     |     |        |     | ◆   |        |     |     |      |     | ◆   |        |     |     |        | ◆   |     |        |     |     |      |     |     |
| LPA – Lake Oswego-Portland Streetcar                          |        |     |     |        |     |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| Transportation Priorities Process/MTIP Update                 |        | ◆   |     |        |     | ◆   |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| Highway 212/Damascus Parkway Planning                         |        |     |     |        |     |     |        |     |     |      | ◆   |     |        |     |     |        |     |     |        |     |     |      |     |     |
| ODOT Tolling Analysis Study                                   |        |     |     |        |     | ◆   |        |     |     |      | ◆   |     |        |     |     |        |     |     |        |     |     |      |     |     |
| ODOT Freight Plan Update                                      |        |     |     |        |     |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| Clark County HCT Study  |        |     |     |        |     |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| Clark County Corridors Visioning Study                        |        |     |     |        |     |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |
| I-205/Airport Way EIS   |        |     |     |        |     |     |        |     |     |      |     |     |        |     |     |        |     |     |        |     |     |      |     |     |

Updated February 26, 2008

# **Metro Policy Advisory Committee**

March 12, 2008

Miscellaneous



March 3, 2008

Mayor Alice Norris, MPAC Chair  
**METRO**  
600 NE Grand Ave.  
Portland, OR 97232-2736

RE: Metro Policy Advisory Committee Consideration of 1) Adding  
Unincorporated Urban Development to its 2008 Work Program and 2)  
Reconsideration of the Transportation Investment Status of Corridors and  
Employment areas

Dear Chair Norris:

Thank you for your advice on bringing to MPAC the issues of governance challenges posed by unincorporated urban development and reconsideration of the transportation investment status of corridors and employment areas. As the attending alternate for Washington County's "other cities", I will bring these matters up to MPAC at its March 12, 2008 regular meeting. My presumption is that I present these matters to determine the membership's interest in having them scheduled for more discussion at later meetings.

As requested, please find appended the two letters I sent to you in these regards. I would appreciate it if the letters are copied to MPAC members, Metro Council and appropriate Metro staff.

Sincerely

A handwritten signature in black ink, appearing to read "C. Dirksen".

Craig E. Dirksen, Mayor

cc: Members of the Tigard City Council  
Craig Prosser, City Manager  
Tom Coffee, Community Development Director



February 19, 2008

Mayor Alice Norris, MPAC Chair  
Metro Council Office  
600 NE Grand  
Portland, OR 97232-2736

Dear Mayor Norris:

I appreciate the opportunity to be at the MPAC table and learn more about how regional issues affect the City of Tigard.

Tigard has some concerns about the language in the February 12, 2008 memorandum from Ted Leybold, MTIP manager to JPACT, MPAC, and Metro Council regarding Draft Policy Issues for 2010-13 MTIP.

The City's specific concern is on page two of the memo, under 1.b 'Potential Changes to Policy Priorities (ii)'. The statement now reads:

*Change: "Leverage economic development in 2040 Tier I and Tier II, mixed use areas (Central city, regional centers, town centers, main streets and station communities) to addressing system gaps or deficiencies to improve multimodal access in primary 2040 target areas."*

Our understanding is that the definition of "Primary 2040 Target Areas" does not include Metro designated Corridors or Employment Areas. The city feels strongly that some corridors and adjacent lands in the region, such as Highway 99W, are very important to the economy of the region, and should be considered within the definition of "primary 2040 target areas," or designated specifically as deserving of transportation infrastructure improvements on par with other target areas. The economic development and urban land efficiency benefits of improving transportation efficiency, especially through enhanced transit improvements, would go a long way towards achieving Metro 2040 Regional Goals. After all, Corridors are essential connections throughout the region to accommodate transportation, employment, and other land use needs. They directly affect the economic and livability characteristics of the central city, town and regional centers, and industrial areas.

Furthermore, due to the changing nature of the economy, many more future jobs will likely be created in non-industrial land-use categories. Most of these jobs will be in parts of the region designated as "Employment Areas." Therefore, as suggested

above with corridors, Metro may also wish to consider the economic development and land efficiency benefits of enhancing transportation improvements to employment areas.

Thank you for considering our suggestions, and please share this letter with other MPAC members.

Sincerely,

A handwritten signature in black ink, appearing to read 'C. Dirksen', written in a cursive style.

Craig E. Dirksen, Mayor  
City of Tigard

Copy: Members of the Tigard City Council  
David Bragdon, Metro Council President  
Ted Leybold, Metro MTIP Manager  
File: Metro letter Mayor MTIP corridors 21508





January 15, 2008

Mayor Alice Norris, MPAC Chair  
Metro  
600 NE Grand Ave.  
Portland, OR 97232-2736

Dear Mayor Norris:

**RE: *Adding Unincorporated Urban Development to the Metro Policy Advisory Committee's Work Plan***

Congratulations on assuming the Metro Policy Advisory Committee (MPAC) Chair. The City of Tigard looks forward to working with you and MPAC. Our experience in the last few years emphasizes the City's need to be more active at the regional level. There are many urban growth related issues in southeast Washington County that require a collaborative and coordinated regional approach.

Ron Bunch, the City's Assistant Community Development Director attended the Metro Policy Advisory Committee's (MPAC) meeting on January 10, 2008. He reported on MPAC's discussion about its preliminary 2008 work program. Tigard supports these efforts and will participate to the extent possible. However, I believe that MPAC should consider an addition to its annual work program. My suggestion is that MPAC take the lead to deal with the question: "How should the region address the fiscal and social sustainability, fiscal equity, and governance challenges posed by unincorporated urban development?"

This matter is important to Metro and its regional partners because unincorporated urban development undermines the position of cities as the best building blocks of an efficient, stable, and compact urban region.

Unincorporated areas result in a patchwork of fragmented services and governance. Cities often bear inequitable/non-assignable costs imposed by underserved unincorporated urban areas when their residents use city services such as parks, libraries, transportation, and public safety.

Furthermore, once established, unincorporated urban lands tend to be self-perpetuating and can block cities' ability to plan for and urbanize new UGB areas that logically should be within municipal boundaries. This has been Tigard's experience on its western boundary where Washington County allowed urban development of Tigard's Urban Planning Area. This caused Tigard to be non-contiguous to Urban Growth Areas 63 and

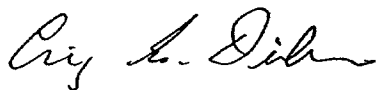
64, thus resulting in Washington County becoming responsible for planning the urbanization of these areas. Beaverton has similar experiences in its attempts to plan for the North Bethany Urban Growth Area.

I also believe that unincorporated urban lands may not be sustainable as cities adjust to new energy and transportation realities. Even without these pressures, there are examples in the Portland Metropolitan region of unincorporated urban areas lagging behind their City counterparts in important areas such as availability of services, access to jobs, property values, housing quality etc.

My viewpoint is that measures must be taken to prevent future unincorporated development and address how to best manage that which has already occurred. These tasks will have to take place both at the regional and state level. For example, addressing the issue will require revision of the state's annexation statutes to consider the different urban development and planning needs of the Portland Metropolitan Region compared to the rest of the state. This may be a difficult prospect in view of existing political interests and the scope of the issue. However, I believe that if the region does not address this issue, continuation of current practices will undermine our ability to achieve Region 2040 objectives.

I would be pleased to discuss with you the particulars of how this matter affects us in urban Washington County and we would be happy to address it before MPAC.

Sincerely



Craig E. Dirksen, Mayor

Copy:           Members of the Tigard City Council  
                  MPAC Members  
                  President David Bragdon and the Metro Council  
                  Michael Jordan, Metro Chief Operating Officer  
                  Craig Prosser, City Manager  
                  Tom Coffee, Community Development Director  
                  File: Mayor Alice Norris



**METRO**

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
TEL 503 797 1540 | FAX 503 797 1793

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| Councilors       | <input checked="" type="checkbox"/> | _____  |
| City Manager     | <input checked="" type="checkbox"/> | _____  |
| Council Mail     | <input checked="" type="checkbox"/> | _____  |
| Mayor's Calendar | <input type="checkbox"/>            | _____  |

**Council President David Bragdon**

**RECEIVED**  
**JAN 31 2008**  
**City of Tigard**  
**Administration**

January 28, 2008

Mayor Craig Dirksen  
City of Tigard  
13125 SW Hall Blvd.  
Tigard, OR 97223

*RE: Request to add unincorporated urban development to the Metro Policy Advisory Committee's work plan*

Dear Craig:

I agree with your letter of January 15 to Mayor Norris, Chair of MPAC, requesting that MPAC deal with the question: "How should the region address the fiscal and social sustainability, fiscal equity, and governance challenges posed by unincorporated urban development?"

You have raised an important question, which in my opinion ought to be added to the MPAC work plan. Unincorporated urban development has created fiscal disparities and undermined the efforts of cities to create livable communities. The cross-subsidy of infrastructure and public services to unincorporated areas really needs to be addressed in terms of expense, equity and efficiency. As one Metro Councilor, I suggest we learn from the past by conditioning any future UGB expansions with a requirement that areas be annexed or incorporated into a city before urbanization. While such a policy won't un-do past practice, it would prevent exacerbating the problem going forward. With MPAC's encouragement, we could consider such an ordinance in advance of any further movement of the UGB.

I hope your peers at MPAC agree to address this issue.

Sincerely,

David L. Bragdon  
Metro Council President

Cc: Metro Council  
Michael Jordan, Metro Chief Operating Officer  
Mayor Alice Norris, City of Oregon City  
Tigard City Council  
Craig Prosser, Tigard City Manager  
Tom Coffee, Tigard Community Development Director